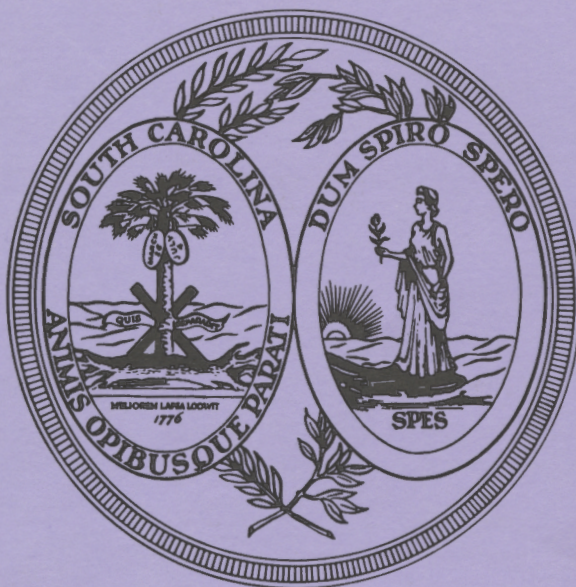


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SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES



ANNUAL REPORT 1991-1992

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State Budget And Control Board

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Youth Services

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Richard E. McLawhorn
Commissioner

November 13, 1992

The Honorable Carroll A. Campbell, Jr.
Governor's Office
Post Office Box 11269
Columbia, South Carolina 29211

Dear Governor Campbell:

It is with pleasure that I present the Annual Report of the Department of Youth Services for fiscal year 1991-92. It contains an overview of major programs and services provided by the Department, as well as highlights of significant accomplishments reached throughout the year.

We have continued to work on developing programs designed to ease our institutional overcrowding while still guarding the public safety. As a result, we have been successful in beginning to remove status offenders found guilty of contempt from the long-term institutions. Most of these juveniles are now being served at New Directions, a community-based program designed to offer therapeutic services to male and female chronic status offenders. This self-contained unit offers supervision, evaluation and treatment in a residential setting for a period of up to six months. The program has allowed us to segregate the institutionalized delinquent population from the status offenders. It has also provided an additional opportunity to intervene in an intensive fashion with status offenders in an effort to prevent them from further penetrating the juvenile justice system.

Though progress has been made on several fronts, the Department still faces serious challenges in the future. Recent budget reductions continue to hamper our efforts to rehabilitate troubled youth and protect the public. The cumulative effect of budget cuts for three consecutive fiscal years has made the provision of basic services on a statewide basis increasingly difficult. The need for additional funding to address juvenile crime is compelling when the increase in juvenile caseloads, particularly of the serious and violent nature, is considered.

The Honorable Carroll A. Campbell, Jr.
November 1, 1992
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We do, however, recognize that tough decisions must be made in this time of revenue shortfalls. Therefore, I again commit to you that the Department will work to derive the maximum benefit from existing resources and to fulfill our mandated responsibilities. Your support for our efforts on the behalf of South Carolina's troubled youth is sincerely appreciated.

Sincerely,

Richard E. McLawhorn

Richard E. (Rich) McLawhorn, Esq.
Commissioner

REM:ctc

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HISTORY OF JUVENILE CORRECTIONS IN SOUTH CAROLINA

South Carolina's modern juvenile justice system incorporates a broad spectrum of services geared toward protecting the public, preventing delinquency and rehabilitating juvenile offenders. However, juvenile corrections originated as an offshoot of the adult system, and for many years its orientation was entirely punitive.

State recognition of the delinquency problem actually dates from 1875 when a wing of the state penitentiary was designated a "reformatory" to accommodate young boys. Between 1900 and 1920, three separate juvenile correctional institutions segregated by race and sex were established under auspices of the State Board. Legislation enacted in 1946 placed management and operation of these facilities under the Board of State Industrial Schools. A Division of Placement and Aftercare, added in 1954, was empowered to authorize a child's release prior to the twenty-first birthday.

Although the Board of State Industrial Schools maintained administrative authority over the institutions, each functioned as a separate entity evidencing little coordination of effort. State funding was concentrated in physical improvements, and no resources were allocated to recruitment of professional staff. The result was a highly inadequate level of treatment and rehabilitation. Education programs remained outside the mainstream of the state instructional system since they received neither funding nor supervision from the Department of Education. While these deficiencies were recognized increasingly by concerned citizens, reforms were not instituted until the late 1960's.

Legislation enacted during 1966 changed the name of the governing body to the Board of Juvenile Corrections which, in the following year, appointed a State Director. The new Director was charged with the responsibility of centralizing and coordinating the administration of all units, to include the desegregation of operational facilities and divisions. However, no staffing was provided to his office. Desegregation was not accomplished until 1968, when a class action suit was prosecuted successfully in federal court. Court-ordered compliance with the Civil Rights Act of 1964 then freed access to federal funding through the Elementary and Secondary School Act, engendering major improvements in academic and vocational instruction. In 1971, passage of the Federal Omnibus Safe Streets Act and related juvenile delinquency legislation authorized establishment of State Law Enforcement Planning Agencies. Task forces were then appointed to examine the problems of crime and delinquency and assess long and short-term needs.

In 1969 the State Legislature responded to the issue of juvenile justice reform by creating an entirely new agency, the Department of Juvenile Corrections. The enabling legislation affirmed Placement and Aftercare as a separate Division, which subsequently achieved Departmental status in 1971. Within the two

new agencies, professional staff developed and implemented programs. The institutional population began to drop as more community-based services were initiated.

Legislation enacted during 1972 changed the name of the Department of Juvenile Corrections to the Department of Youth Services, and further stipulated its organization into two internal divisions: Juvenile Corrections, responsible for treating institutionalized children, and the Youth Bureau, responsible for implementation of community programs. A major focus of the Youth Bureau was the deinstitutionalization of status offenders in South Carolina*. A substantial federal grant, awarded in 1975, funded support services and other community alternatives.

Further significant progress in services to delinquent youth occurred in 1976 with passage of the Judicial Reform Act. This legislation expanded the network of individual county Family Courts into a unified system operated by the state. The Act was amended during 1978 to provide that the Department of Juvenile Placement and Aftercare (JP&A) administer intake and probation. In 1980, JP&A assumed the additional responsibility of detention/release screening for juveniles taken into custody by law enforcement.

Although the years of 1969-1980 represented substantial progress in assuring uniform and appropriate services to delinquent youth in South Carolina, it became widely recognized that the evolution of a two-agency system had resulted in costly duplication of effort, particularly in the areas of administration and community programs. To remedy that inefficiency, the Legislature passed the Youth Services Act of 1981, merging Juvenile Placement and Aftercare and Youth Services into a single Department of Youth Services.

Cited in the enabling legislation were the following organizational and programmatic needs: 1) developing a single policy direction for juvenile justice; 2) offering a comprehensive array of community-based treatment and prevention programs; 3) combining management structures and supportive functions to avoid duplication and free resources for enhancement of services; 4) eliminating the competition for funding inherent in a two-agency system; and, 5) presenting to the public a consistent and comprehensible system of juvenile justice services. The Youth Services Act created a Policy Board to guide the Department's administration of services and a separate and independent Juvenile Parole Board to determine the time of release for institutionalized juveniles. Descriptions of the two Boards, the Department's organizational components, and the range of services provided are included in following portions of this report.

* Status offenders are juveniles charged with offenses which would not be crimes if committed by an adult such as running away, incorrigibility, and truancy.

In addition to its organizational provisions, the merger legislation embodied several major changes in the juvenile code. It prohibited the commitment of status offenders to the Department except for purposes of evaluation, and it increased from 10 to 12 the minimum age for institutionalization of all other offenders. Age restrictions also were mandated for local jail detention, requiring court orders for 11 and 12 year olds and abolishing confinement for children under the age of 11. Thus, the Youth Services Act of 1981 culminated 12 years of organizational, programmatic and legal reforms by creating a unified Department with the goals of protecting public safety, preventing juvenile crime, and being responsive to the treatment needs of individual youth at all points in the juvenile justice system.

THE STATE BOARD OF YOUTH SERVICES

The State Board of Youth Services governs the Department. It is comprised of one member from each of the state's six Congressional Districts, appointed by the Governor with the advice and consent of the Senate. Additionally, the State Superintendent of Education or his designee serves as an ex-officio voting member and the Supervising Chaplain of the Department as an ex-officio non-voting member. Thus, the State Board has eight members, of whom seven are voting members.

Members serve for terms of five years and until their successors are appointed and qualified. The Board elects from its body a chairman, who serves for one year and cannot succeed himself/herself, a vice chairman and a secretary. Meetings are held monthly.

The Board maintains exclusive responsibility for Departmental policy. It is vested with the authority to hire a Commissioner and delegates to the Commissioner management of Departmental affairs. The Board may enter into agreements with the governing bodies of other state agencies to accomplish more efficient management of programs, negotiate contracts, and expend public monies as necessary within appropriated funds to carry out its responsibilities.

THE JUVENILE PAROLE BOARD

The Juvenile Parole Board is charged with reviewing the progress of juvenile offenders committed to the custody of the Board of Youth Services and deciding to release or revoke release. The Board consists of 10 members appointed by the Governor with the advice and consent of the Senate, including one from each of the six Congressional Districts and four from the state at-large. Members serve four year terms and until their successors are appointed and qualified. The Board elects from its body a chairman, who serves for one year and cannot succeed

himself/herself, a vice chairman and a secretary. Meetings are held at least monthly and as often as necessary to ensure that the case of each juvenile committed to the Department's correctional facilities is considered quarterly, as mandated by law.

The Parole Board has the authority to issue temporary and final discharges or release youth conditionally by prescribing certain conditions for their aftercare. To that end it is mandated to issue written guidelines for release consideration. By law, the Board may order restitution as a condition of release. During fiscal year 1991-92, 758 juveniles were placed on conditional release status by the Juvenile Parole Board.

THE DEPARTMENT OF YOUTH SERVICES

The Department of Youth Services is mandated to provide a full range of juvenile justice services, including: crime prevention programs; detention/release screening; intake; probation supervision; aftercare supervision; restitution; community supportive functions including institutional alternatives; predispositional evaluations; institutional treatment and education; and Interstate Compact administration. To respond to these broad responsibilities, the Department is divided into four organizational components: 1) the Commissioner's Office; 2) the Operations Division; 3) the Institutional Division; 4) and the Community Division. The Office of the Commissioner is located on the institutional grounds at 4900 Broad River Road in Columbia. The Department employs more than 900 staff members dispersed throughout the state.

COMMISSIONER'S OFFICE

The Commissioner, in conjunction with the State Board of Youth Services, develops and implements Departmental policy. He is charged with ensuring efficient management of the Department, bearing the ultimate responsibility for planning, organization, staffing, budgeting, reporting and day-to-day operations.

Supporting the Commissioner in his administrative role is an Executive Assistant who oversees the day-to-day operations of the Commissioner's Office, coordinates activities which are inter-governmental or legislative in nature, and supervises personnel who perform support functions for the Commissioner's Office, which include internal audit, ombudsman services, and administrative support.

Internal audits are conducted by an Audit Supervisor who initiates and plans financial and performance audits to examine Agency fiscal operations and policy, ensuring conformity with state regulations and accepted accounting practices.

Ombudsman services are administered by the Agency Ombudsman who plans, organizes, and directs a system for reporting, receiving, investigating and collecting data on complaints and charges of abuse/neglect made by the Agency's offender population. Allegations of abuse/neglect are investigated by the Ombudsman, whose documented findings are reported in writing to the Commissioner and appropriate external authorities. An investigator from the Department's Public Safety Division assists the Ombudsman on an "as needed" basis.

Also functioning within the Commissioner's Office are the Agency's Attorney and the Public Information Director. Because of DYS' inherent involvement in the judicial system, Agency staff often require legal advice. The Agency attorney provides legal interpretations, court representation, and legislative review. He is also available to the Boards, the Commissioner, and Agency staff to review proposed policies as they relate to the state and federal law.

Public information activities are carried out by the Public Information Director, who develops press releases, and coordinates all media contacts. The Department is committed to promoting public awareness of juvenile justice programs in South Carolina. To that end, the Public Information Director provides information to stimulate interest in Agency activities and increase general knowledge of the Agency's responsibilities, objectives, and policies.

The functions of Chaplaincy and Volunteerism also are under the Commissioner's direct supervision. These functions are critical to the spiritual and emotional well being of DYS' juvenile offender population. Placement of the Chaplains within the Commissioner's Office reflects their recognized role of advocacy on behalf of the incarcerated population.

The Department of Youth Services offers a comprehensive, non-denominational religious program for its juveniles. Under direction of the Supervising Chaplain, Chaplains are assigned to each of the four institutions. All are seminary graduates with specialized clinical training in working with the emotionally disturbed child.

Juveniles may select from a wide range of religious activities, including formal church services on campus, Sunday School classes, vespers, and religious programs in the community. The juveniles have access to printed religious material subsidized through solicitation of free literature and correspondence Bible study courses. A Chaplain maintains close contact with the child's religious advisor at home to facilitate long-term adjustment upon return to the community. Additionally, Chaplains offer spiritual counseling and are available for consolation to students and their families as well as Agency staff in times of sickness, crisis or death. Chaplains are also involved closely with the Agency's volunteer program.

The Department of Youth Services embraces the concept that volunteers play a vital role in the treatment of juvenile offenders and the general operations of the Agency. They are not substitutes for staff members, but they strengthen and enhance existing programs. The Agency is committed to maintaining and expanding a full scale volunteer program which includes recruitment, screening, training, evaluation and recognition.

Within the institutional setting, Chaplains and other staff members utilize volunteers and interns in working with the juveniles. Each year, the Southern Baptist Convention sponsors student summer missionaries from different states to work with youth for ten weeks. Church and civic groups frequently sponsor a housing unit or an entire institution for recreational activities, parties, meals or worship services.

Parallel efforts to maximize volunteerism are underway in the community, where volunteers and interns perform professional services, tutor, counsel, sponsor juveniles and coach sport activities. The State Director of Crime Prevention, Intervention and Volunteer Services oversees volunteer program development, assisted by district level directors in five primary locations: Spartanburg, Greenville, Columbia, Lexington, and Charleston.

Table I presents more detailed information about volunteer utilization at the Department of Youth Services during 1991-92, including the type of services rendered, the number of volunteers and hours of service, the total dollar value for volunteer hours as required by the Governor's Office on Volunteerism, and an accounting of merchandise and cash donations.

OPERATIONS DIVISION

The Operations Division furnishes primary support to the Commissioner and the Institutional and Community Divisions of the Department of Youth Service, as well as providing direct juvenile services in the treatment area. Headed by the Deputy Commissioner of Operations, this division encompasses five key functional areas which are critical to the daily operation of the Department. These areas are Finance, Information Systems, Personnel, Treatment Services, and Support Services. The Operations Division is staffed by 175 employees, comprising about 16% of the Departmental work force.

Finance

The Finance Section provides the Department with a fiscal management system for all funds made available to the Agency. Finance is composed of four working units, which are Accounting, Purchasing, Budgeting and Private Pay/Medicaid.

TABLE I
VOLUNTEER UTILIZATION IN 1991-92

<u>Service Provided</u>	<u>Number of Volunteers</u>	<u>Hours of Service</u>	<u>Dollar Value</u>
Restitution			
Site Monitors	715	68,863	\$619,767.00
Interns	33	6,985	-
Religious Activities	1,170	10,628	95,652.00
Mentors/Sponsors	149	2,180	19,620.00
Foster Grandparents	2	1,074	-
Education	58	2,022	18,198.00
Student Missionaries	3	1,200	10,800.00
Recreation	385	1,758	15,822.00
Professional Services	28	332	2,988.00
Clerical	6	143	715.00
Other	27	66	-
TOTAL	2,576	95,251	\$783,562.00
Merchandise Donated			\$ 45,564.10
Cash Donations			\$ 19,130.00

Accounting maintains records of expenditures and receipts and manages fiscal aspects of federal grants. Additionally, Accounting processes vouchers for payment of goods and services which have been properly authorized, and which meet all Agency and State criteria. This involves frequent contact with the Comptroller General's Office. Accounting also assists representatives of the State Auditor's Office in the preparation of the Agency's annual financial audit. DYS has received clear audits for nine consecutive years.

The Purchasing Unit is responsible for the procurement of all goods and services for the Agency, including the handling of leases and contracts. Great care is taken to ensure that all procurements are processed in accordance with Agency and State policies and regulations. In this regard, Purchasing assists representatives of the State Auditor's Office in the preparation of the Agency's procurement audit, which is completed once every three years. The Department received a rating of "outstanding" on its last 3 year audit. As a result, DYS' in-house authorization for purchases was doubled from \$25,000 to \$50,000.

The Budget Section monitors the Agency's overall funding status and coordinates the internal management of funds. This responsibility includes the processing of both internal and external budget transfer requests, which requires frequent coordination with the Budget and Control Board staff. Periodic reports concerning the Department's budget status are prepared and distributed by the Budget Office staff.

This unit must also oversee the functions of a decentralized budget system, comprised of approximately 18 departmental budget managers throughout the state. The Budget Office must insure that accurate, concise, and complete data is provided to those who have been delegated budget authority. A particular challenge in 1991-92 was to operate the Agency in such a way that mandated services and security priorities were addressed while maintaining almost a 10% vacancy rate. Prudent budget management and utilization of resources enabled DYS to provide basic service despite this high vacancy rate.

The Medicaid Coordinator is responsible for assisting in the development and implementation of a comprehensive Medicaid and Private Pay System. This section assisted in bringing in almost \$200,000 in "new" revenue to the State last year through the establishment of Medicaid eligibility for several key community programs. Additionally, the DYS Policy Board adopted a policy of billing parents and guardians for certain Agency services based upon their ability to pay. The goal of this program is to promote greater parental responsibility. The Medicaid Coordinator is responsible for administering this program as well.

In these times of dwindling state resources, we believe that the further development and expansion of these new initiatives will assist DYS in keeping pace with the ever increasing demands for services on behalf of the more than 20,000 young people we have contact with each year. Our goal is to administer these programs in a manner that is consistent with our fundamental belief in fiscal accountability and responsibility.

Information Systems

The Information Systems Section provides a variety of key support services to the Department. This unit is responsible for systems development, maintenance, and upgrades of the juvenile textual and data systems and the financial information system (SABAR); technical assistance and training to systems users; fixed assets; and provision of mail and copying services. The last year saw further progress on two related projects that will greatly improve the availability, accuracy and flow of information within DYS: the "paperless" juvenile folder system, and electronic mail capability. These innovations effectively link DYS' administrative offices, institutional programs, residential alternative programs and the forty-six county offices within a communication network. The network provides each user with immediate access to juvenile service files and allows the rapid transfer of juvenile or administrative information from site to site.

Personnel

This section is responsible for a myriad of personnel management functions. They are : classification of positions, employee benefits, Agency-wide performance evaluation procedures, recruitment, affirmative action compliance, and all actions pertaining to human resource management, especially those which either directly or indirectly affect an employee's status with the Agency. In addition to supporting the management of the Agency, Personnel provides employee relations assistance to all staff.

Treatment Services

Treatment Services administers specialized services for juvenile offenders in the Department's Institutional and Community Programs. This Section is comprised of Institutional Psychology, Community Psychology, Medical Services for institutionalized juveniles (including Dental, Nursing, Psychiatric, and Pharmacy), Internal Advocacy, and Revocation Services. An ongoing basic responsibility of Treatment Services is serving as a liaison with the Departments of Mental Health and Mental Retardation to develop cooperative strategies for treating emotionally handicapped and mentally retarded youth. Additionally, increasing emphasis is being placed upon developing and implementing programs designed to help troubled youth overcome problems of alcohol and drug abuse and sexual offending. A wide variety of services are offered both

within the institution and at the community level to help young people in trouble change patterns of behavior which impair their ability to become productive, well adjusted, and law abiding members of society.

Support Services Section

The Support Services Section is organized into four units: Physical Plant; Food Services, Warehouse/Laundry; and Administrative Support.

Physical Plant manages permanent improvement projects and provides general maintenance for 105 buildings comprising the four juvenile correctional institutions.

Food Services prepares nutritional meals and special medical diets for the institutional population. The unit provides 700,000 meals and 240,000 snacks annually.

Warehouse services include Agency-wide distribution of high volume items, central receiving, and operation of a central gas station. Laundry provides repair and cleaning services. Over 78,000 items of clothing and linen are laundered each year.

Administrative Support provides grounds care, vehicle management, record archives, telecommunications management, and surplus property disposal. Vehicle Management oversees leased vehicles, Agency-owned vehicles, operation of motorpool and a vehicle repair shop certified by the State Division of Motor Vehicle Management. Over a million miles are driven each year in 117 Agency-owned vehicles.

MANAGEMENT SERVICES

Management Services provides a variety of key support services to the Department. Under direction of an Executive Assistant, this section includes: Parole, Staff Development, Information Services, and Quality Assurance and Grants Coordination.

Parole

The Parole Section functions as a liaison between DYS and the Board of Juvenile Parole and serves as staff support to the Board. Parole Examiners consult with institutional, community and educational staff in formulating recommendations as to when and under what conditions juveniles should be granted release. The examiners prepare written case information packets and present oral arguments before the Board regarding release consideration for all juveniles committed to DYS. The total number of cases presented to the Board in 1991-92 was 2,522. The preparation of cases is in accordance with written guidelines established pursuant to the Youth Services Act of 1981 and adopted by the Board of Juvenile Parole. These guidelines weigh the seriousness of the committing offense and the juvenile's overall judicial history to assign a presumptive guideline range of months for the

institutional commitment. The Parole Board may elect to release a juvenile early or detain him longer than the guidelines when mitigating or aggravating circumstances exist.

The Victim Assistance Program of the Parole Section works with victims of juvenile crime to: help the victim deal with the emotional, physical and financial impact of victimization; explain how parole guidelines are used to determine length of institutionalization and clarify other aspects of juvenile parole process; and offer the victim an opportunity to speak or write to the Board of Juvenile Parole whenever a juvenile offender is being considered for a release.

The staff of the Victim Assistance Program works with institutional and community-based programs, such as restitution, to provide a balanced approach to addressing the overall needs of victims of juvenile crime throughout the state.

Staff Development

This section is responsible for key management functions including: ongoing training of employees, conference planning, new employee orientation, and employee relations. Staff Development offers training programs designed to maximize the effective utilization of Agency personnel resources. The Agency's increased emphasis on staff training was evidenced in 1991-92 as Staff Development provided 1,382 hours of training for 19,996.5 participant hours--an increase over FY 1990-91 (1,127 hours of training with 11,029 participant hours).

Information Services

Responsibilities of the Information Services Section include: developing the Agency Budget and Permanent Improvement Plans; staffing the Research Committee; preparing the narrative annual report; completing regular statistical reports on DYS' juvenile offender population; monitoring legislative activity daily and through regular written reports; conducting research and evaluation studies to aid the Agency in identifying effective programs and resolving management issues; measuring resource allocations to various service areas through annual computation of an Agency cost model; researching funding sources and administering grant proposals to add resources for new program development throughout the Department; and responding to internal/external information requests.

Quality Assurance and Grant Coordination

Responsibilities of the Quality Assurance and Grant Coordination Section include: providing quality assurance services to Agency staff to improve program effectiveness; participating in external quality assurance programs to enhance technical expertise; providing technical assistance to Agency personnel in grant application preparation; and coordinating Agency grant applications and contracts to ensure proper processing and approval.

COMMUNITY PROGRAMS

The Community Division, headed by a Deputy Commissioner, administers prevention, diversion, detention/release screening, intake, probation and aftercare supervision, restitution and community-based support services.

For management purposes, the state now is divided into three geographic areas which encompass the sixteen judicial circuits. Assistant Deputy Commissioners based in Columbia oversee services in each of these multi-county areas. Further, each judicial circuit or subdivision thereof is directed by a local Director of Community Programs. A total of 314 Agency employees, or approximately one-third of the Agency's work force, are assigned to Community Programs.

Crime Prevention/Early Intervention/Volunteer Services

The goal of Crime Prevention, Early Intervention and Volunteer Services is to implement a community process by which local programs are developed and maintained for: 1) the prevention of juvenile delinquency; 2) the reduction of recidivism within the juvenile justice system; and 3) the protection of the public from juvenile crime. The State Director for Crime Prevention, Early Intervention and Volunteer Services oversees program planning, implementation and evaluation in accordance with the State Delinquency Prevention Plan. Additionally, four District Directors in key locations throughout the state provide programmatic supervision to crime prevention staff located within the state's sixteen judicial circuits.

Local crime prevention staff work with communities to plan and develop crime prevention, early intervention and volunteer service programs relevant to defined, local needs. These programs and activities promote positive youth development within the home, school and the community. The goal of crime prevention is to provide programs that prevent the initial occurrence of illegal behavior and preclude recurrent episodes of juvenile crime for youth who already have had some contact with the system. Current efforts include:

Court Awareness Program - Court Awareness is an educational program directed to fifth and sixth grade students to present the concepts, services and facts of the juvenile justice system. The program emphasizes individual responsibility for decisions and explores the possible consequences of delinquent behavior. A total of 8,165 students statewide participated in 161 groups during FY 1991-92.

Community Mobilization Programs - Community Mobilization Programs are activities within local communities which mobilize citizens, groups or organizations to prevent and resolve the problems of young people and their families. This may include community forums, Youth Speakouts, Visions for

Youth Projects, Cities in Schools Projects, Kids Caucus Conferences, etc. In FY 1991-92, the prevention staff worked with 66 programs and 3,878 participants.

Double Dutch is a recreational program which uses competitive jump rope events to promote physical fitness, individual effort and team cooperation, creativity and personal self-confidence for all youth involved. Because of the Department's new emphasis on treatment and crime prevention, group counseling is conducted when teams have free time between competitive events. Last year, 1,350 youth participated in the Double Dutch program.

Camp Paupi-Win/Junior Counselor Training - Camp Paupi-Win is a week-long summer camp which served 104 eleven to fourteen year old first time offenders in 1991-92. The camp offers a variety of recreational and life skills activities. Additionally, junior counselor training provided the opportunity for 21 former campers to return to Camp Paupi-Win or Camp Paupi-Win Jr. as trained peer leaders.

Camp Paupi-Win Jr. - Through a partnership with the Kellogg Foundation-funded Visions for Youth, the Department conducted a new, week-long summer camp program for 98 eight to ten year old brothers and sisters of current juvenile offenders. Camp Paupi-Win Jr. provides a unique opportunity to work intensively with young people at very high risk for entering the juvenile justice system.

Juveniles and the Law Program (Street Law) - Juveniles and the Law is a ten-week course of instruction in law and citizenship education for juvenile offenders first entering the Family Court. Classes for 10-12 juveniles are taught by trained instructors with judges, police and probation officers serving as community resource persons. In FY 1991-92, this program served 1,020 juveniles in 94 groups.

Parenting Skills Classes - Parenting Skills Classes assist parents in establishing and maintaining a harmonious and law-abiding family environment. The eight to ten week parenting course uses video-based programming and classes based on practical theories of child psychology. Parenting skills classes served 369 parents of high-risk youth in 48 groups.

Conflict Management Groups - Conflict Management Groups are eight week group sessions aimed at teaching first time offenders appropriate communication and problem solving skills. Emphasis is placed on helping the juvenile understand conflict, identify and deal with their emotions, take responsibility for their actions and peacefully settle disputes. In FY 1991-92, the program served 284 participants in 34 groups.

Volunteer Services - The objective of Volunteer Services is to provide voluntary resources to assist in programs of crime prevention, early intervention and other court-related services. Current programs include efforts to recruit, screen, train and manage volunteers and interns for service within the Department's Community Division. Special emphasis is placed on utilizing mentor and peer leader volunteers. In FY 1991-92, this program had 225 volunteers, 64 interns, 100 mentors and 122 peer leaders.

Twenty-Four Hour Detention/Release Screening

The Department of Youth Services through its Community Programs Division is responsible for determining whether juveniles taken into custody for non-violent offenses should be detained in jail or released pending court appearance. Law enforcement makes the detention decision if a juvenile has been charged with a violent crime. In order to ensure uniformity in detention/release screening decisions statewide, specific criteria are applied to define those circumstances which justify detention. These criteria reflect concerns for community protection, an orderly court process, and the safety of the juvenile.

Twenty-four hour statewide coverage has necessitated recruitment of contractual agents for evening, weekend and holiday calls. These agents meet educational and age criteria, are subject to a criminal records check and must complete a twelve hour training program. Answering services, beepers or direct call systems enable prompt communication between Departmental staff/agents and Law Enforcement agencies in each county. Law Enforcement can reasonably expect on-site response by a DYS staff or an agent within one hour of notification.

Through intervention at the front end of the system, the Department is working toward the goal of eliminating jail detention except as a "last resort" alternative when a youth is judged to be dangerous to self or to the community. During fiscal year 1991-92, 4,747 juveniles were screened for preadjudicatory detention, and of those, 2,432 (51%) were released to their parents or other appropriate community placements.

Intake Case Processing

Intake staff are available to provide immediate assistance when a juvenile is taken into custody or brought to the attention of the Family Court. They offer crisis intervention counseling, conduct preliminary interviews with juveniles and their families, and make referrals for youth who exhibit special needs. When a child has been taken into custody, Intake is equipped to seek alternatives to detention or expedite court processing of the case. Law Enforcement accounts for the majority of referrals to Intake, although cases also originate from parents, schools and social service agencies. In South Carolina, school referrals comprise 18% of the total, compared to just 4% nationally.

The database maintained at the State Law Enforcement Division (SLED) to document arrests in South Carolina is one indicator of juvenile delinquency trends at the front end of the juvenile justice system. SLED's figures, which unlike DYS' are calendar year based, indicate substantial changes in degree and type of juvenile involvement in crime across the state. In 1984, there were 26 arrests per 1000 12-17 year olds in South Carolina; by 1991 the figure had jumped to 42 per 1000, an increase of 62%. Between 1987 and 1991, arrests of juveniles for the UCR violent crimes (murder, forcible rape, robbery or aggravated assault) increased at an alarming rate of 97% with the largest annual increase (53%) occurring between 1990 and 1991.

Once a delinquency complaint is filed with the Family Court, DYS Intake staff provide information and recommendations to assist solicitors in making prosecutorial decisions. They also prepare pre-dispositional reports for Family Court Judges to assist in selection of alternatives for incarcerating children adjudicated delinquent.

South Carolina has seen juvenile cases to the solicitor (Figure 1) increase over 100% in the last ten years. Table II presents new cases to the solicitor by county for 1991-92, with a breakdown of cases representing serious and violent offenses*. The state as a whole recorded 22,883 new cases, including 3,105 violent and serious cases. Table III documents statewide trends in delinquency cases over the past five years, during which time all cases increased by 28%, violent and serious cases by an alarming 64%.

Probation and Aftercare

Probation and aftercare counselors supervise youth placed on probation by the Family Court or discharged from institutions on conditional release status by the Juvenile Parole Board. These counselors work with the child and his/her family to establish behavioral guidelines and set treatment objectives in a written treatment plan. Progress in meeting the objectives is monitored through monthly office, home and school visits. Out-referrals are made as necessary to appropriate community programs. In the event that a child on probation must be committed to a correctional facility, the juvenile/counselor relationship is maintained through contact with Parole Examiners at the institutions and on-site visitation.

During 1991-92, the average probation caseload statewide on any given day was 3,619, while that for parole (aftercare) was

* Violent and serious offenses include: murder; criminal sexual conduct first and second degree; assault and battery with intent to kill; kidnapping; voluntary manslaughter; armed robbery; arson first degree; burglary first and second degree; drug trafficking; and all additional offenses categorized in the South Carolina Code of Laws as Acts Against Persons.

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

TABLE II

JUVENILE CASES TO THE SOLICITOR
FY 1991 - 92

COUNTY	ALL NEW CASES TO SOLICITOR	VIOLENT/SERIOUS NEW CASES	VIOLENT/SERIOUS AS A % OF ALL NEW CASES
ABBEVILLE	146	42	29%
AIKEN	863	50	6%
ALLENDALE	167	19	11%
ANDERSON	730	80	11%
BAMBERG	94	22	23%
BARNWELL	95	15	16%
BEAUFORT	390	60	15%
BERKELEY	928	142	15%
CALHOUN	47	5	11%
CHARLESTON	2,364	314	13%
CHEROKEE	487	38	8%
CHESTER	155	25	16%
CHESTERFIELD	236	34	14%
CLARENDON	163	33	20%
COLLETON	234	37	16%
DARLINGTON	271	73	27%
DILLON	251	31	12%
DORCHESTER	433	54	12%
EDGEFIELD	46	10	22%
FAIRFIELD	143	32	22%
FLORENCE	1,035	141	14%
GEORGETOWN	452	73	16%
GREENVILLE	1,301	285	22%
GREENWOOD	435	74	17%
HAMPTON	87	22	25%
HORRY	752	137	18%
JASPER	107	13	12%
KERSHAW	321	32	10%
LANCASTER	601	49	8%
LAURENS	195	25	13%
LEE	90	30	33%
LEXINGTON	1,207	85	7%
MCCORMICK	30	10	33%
MARION	434	53	12%
MARLBORO	165	31	19%
NEWBERRY	265	17	6%
OCONEE	142	16	11%
ORANGEBURG	1,146	146	13%
PICKENS	391	48	12%
RICHLAND	1,485	217	15%
SALUDA	58	10	17%
SPARTANBURG	1,446	184	13%
SUMTER	849	147	17%
UNION	248	45	18%
WILLIAMSBURG	196	24	12%
YORK	1,202	75	6%
TOTAL	22,883	3,105	14%

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

TABLE III

JUVENILE CASES -- FIVE YEAR COMPARISON

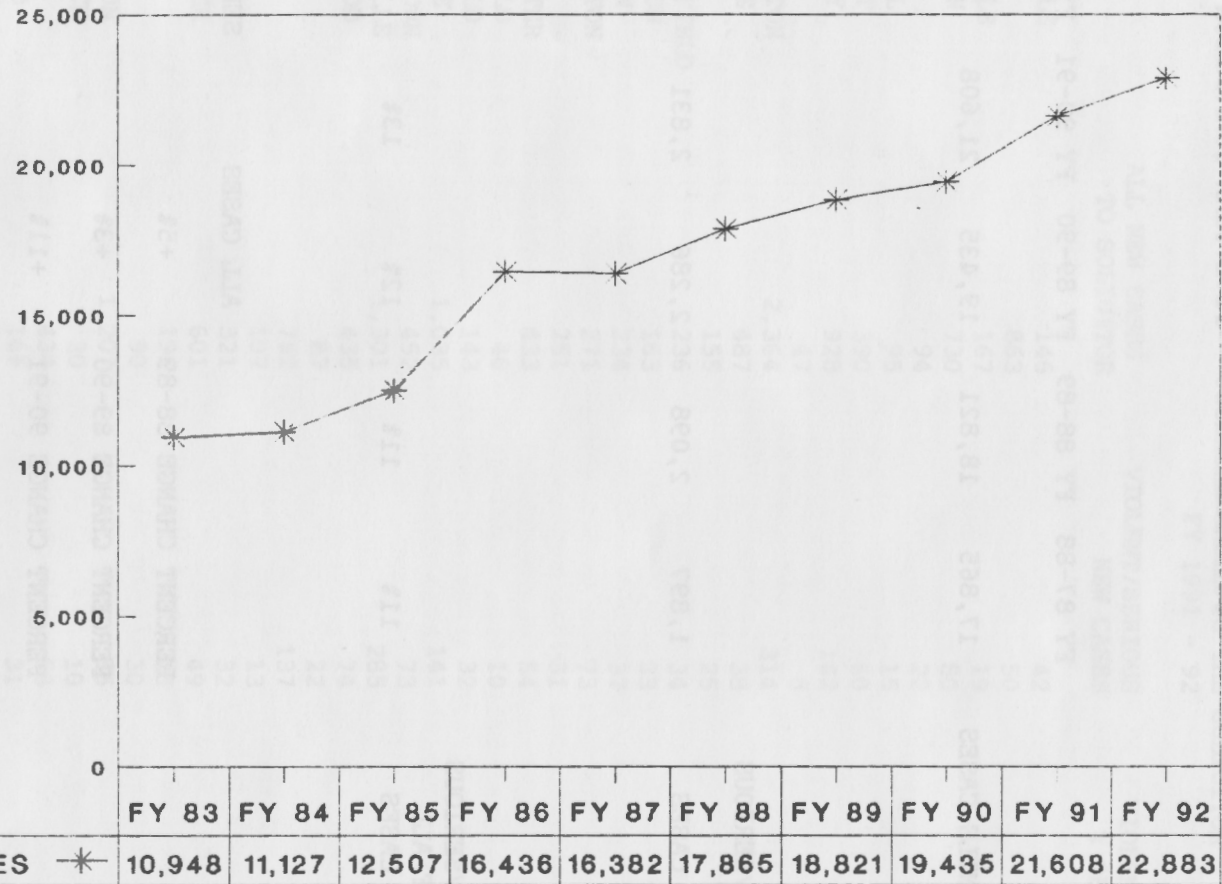
	FY 87-88	FY 88-89	FY 89-90	FY 90-91	FY 91-92	% CHANGE FY88-FY92
ALL JUVENILE CASES	17,865	18,821	19,435	21,608	22,883	+28%
*VIOLENT/SERIOUS JUVENILE CASES	1,897	2,098	2,286	2,831	3,105	+64%
*VIOLENT/SERIOUS AS A % OF ALL JUVENILE CASES	11%	11%	12%	13%	14%	
	ALL CASES		SERIOUS/VIOLENT			
	PERCENT CHANGE 88-89		+5%		+11%	
	PERCENT CHANGE 89-90		+3%		+9%	
	PERCENT CHANGE 90-91		+11%		+24%	
	PERCENT CHANGE 91-92		+6%		+10%	

Violent/Serious juvenile cases increased at the alarming rate of 64% between FY 88 and FY 92, including 10% in the last year alone. Juvenile cases as a whole increased 28% over the five year period.

*Violent/Serious offenses include: murder; criminal sexual conduct first and second degree; assault and battery with intent to kill; kidnapping; voluntary manslaughter; armed robbery; arson first degree; burglary first and second degree; drug trafficking; and all additional offenses categorized in the South Carolina Code of Laws as Acts Against Persons.

FIGURE 1

JUVENILE CASES TO THE SOLICITOR TEN YEAR COMPARISON FY 1982-83 THROUGH FY 1991-92



REPRESENTS AN INCREASE OF OVER 100% IN TEN YEARS AND A 6% INCREASE OVER FY 91.

584. This community supervision caseload of 4,203 juvenile offenders represents a 4% increase over 1991's figure of 4,051 and a 24% increase over 1990's figure of 3,397. Despite the larger number of juveniles needing supervision, DYS has been forced to maintain high vacancy levels in its county offices due to budget cuts. In order to meet basic service mandates, county managers are now required to carry a one-half caseload. By June, 1992, individual county caseloads averaged 64 juvenile offenders per DYS worker, which is 183% of the state standard (1:35).

Restitution

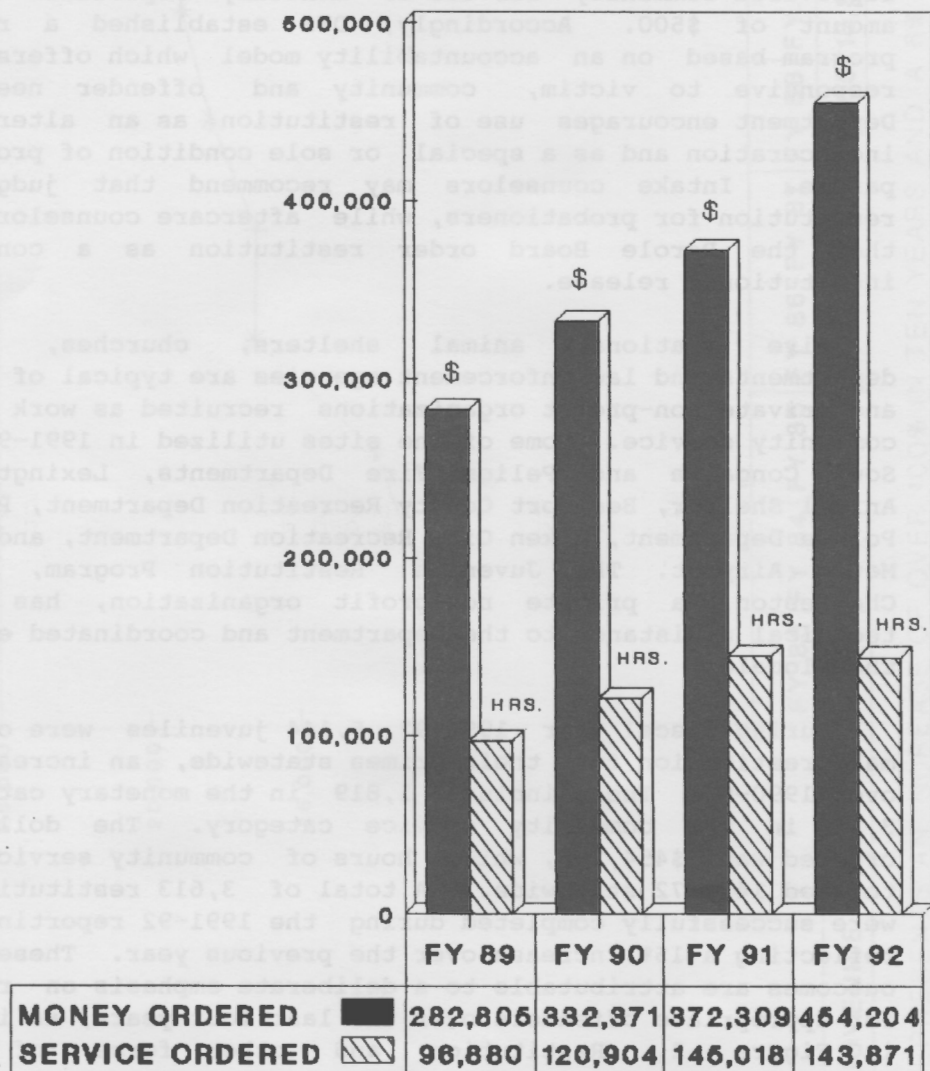
Legislation enacted in 1980 authorized the Family Court and the Juvenile Parole Board to impose restitution in the form of supervised community service or monetary reparation up to the amount of \$500. Accordingly, DYS established a restitution program based on an accountability model which offers services responsive to victim, community and offender needs. The Department encourages use of restitution as an alternative to incarceration and as a special or sole condition of probation or parole. Intake counselors may recommend that judges order restitution for probationers, while aftercare counselors may ask that the Parole Board order restitution as a condition of institutional release.

Fire stations, animal shelters, churches, recreation departments and law enforcement agencies are typical of the public and private non-profit organizations recruited as work sites for community service. Some of the sites utilized in 1991-92 included South Congaree and Pelion Fire Departments, Lexington County Animal Shelter, Beaufort County Recreation Department, Port Royal Police Department, Aiken City Recreation Department, and Columbia Metro Airport. The Juvenile Restitution Program, Inc., in Charleston, a private non-profit organization, has provided technical assistance to the Department and coordinated efforts in that locale.

During fiscal year 1991-92, 5,144 juveniles were ordered to make restitution for their crimes statewide, an increase of 14% over 1990-91. These included 1,819 in the monetary category and 3,325 in the community service category. The dollar amount ordered was \$454,204, while hours of community service ordered totaled 143,872 statewide. A total of 3,613 restitution orders were successfully completed during the 1991-92 reporting period, reflecting a 15% increase over the previous year. These positive outcomes are attributable to a deliberate emphasis on restitution for appropriate offenders over the last four years, as illustrated in Figure 2. Restitution and other forms of offender accountability will continue to receive strong emphasis and close monitoring to ensure maximum utilization under the Agency's Community Division.

FIGURE 2

JUVENILE RESTITUTION FOUR YEAR COMPARISON FY 1988-89 THROUGH FY 1991-92



Community Support Services

Community Support Services provides specialized ancillary services for Community Programs. This section is responsible for administering the Interstate Compact on Juveniles, Residential Care, and Placement Services.

The Interstate Compact on Juveniles reflects a cooperative agreement among the fifty states, the District of Columbia and Guam. In South Carolina, the Commissioner of the Department of Youth Services acts as its administrator, assuming responsibility for:

1. Cooperative supervision of delinquents on probation or parole;
2. Interstate return of delinquents who have escaped or absconded;
3. Interstate return of non-delinquent runaways; and
4. Other measures for the protection of juveniles and the public that the states decide to undertake cooperatively.

The Community Programs Division, through its Support Services Section, supervises daily operations relating to the Compact. During 1991-92, 147 probation and parole cases were accepted into South Carolina from other states, while 126 cases from South Carolina were transferred to other states. One hundred forty-nine (149) runaways apprehended in South Carolina were returned to homes out of state, and 99 South Carolina runaways were brought back to this state.

Residential Care oversees six Department-operated group homes and shelters as well as a special intensive program for chronic status offenders. In addition to these Agency group homes, the Department contracts with 15 residential programs throughout the state to provide short and long-term placements. The Department-operated shelters, Hope House and Crossroads, are "walk-in" or self-referral facilities affiliated with the National Runaway Hotline. Hope House is centrally located in Columbia, while Crossroads in Charleston serves mainly the coastal area. These facilities provide normal subsistence requirements, medical care, crisis intervention counseling and general assistance in reuniting children and their families. During 1991-92, Hope House, Crossroads, and a new runaway shelter in Greenville provided residential services to 489 runaways.

The Departmental group homes are: Charleston Place for males, Greenville Boys Home, and Columbia Group Home, a co-educational facility located in Columbia. These homes provide residential based treatment programs which tap local resources for educational, recreational and health services. The goal during a child's three to six month stay is resolution of those interpersonal conflicts and behavioral problems which impair his/her functioning in the home setting. During 1991-92, the Agency group homes served a total of 167 children. The shelter

and group home programs receive federal support through the Social Services Block Grant and The Runaway and Homeless Youth Act funds. As of January 1, 1992, each home was upgraded to be classified as a High Management Group Home and is funded through Medicaid.

The Chronic Status Offender Program (CSTOP) is a special, intensive treatment program for the repeat status offender whose needs have not been met in the home community. During their 50-day stay, residents participate in a variety of skills-building courses aimed at improving interpersonal skills and basic life skills, as well as counseling and regular academic work. Family involvement is considered a vital component of treatment, and every effort is made to ensure at least two therapeutic sessions during the child's stay. During 1991-92, CSTOP served 198 youth. A major impediment to work at CSTOP is the old, dilapidated building which houses the program -- its condition is one of the poorest at DYS, and funds have been requested to replace it.

Placement Services supports intake, probation and parole staff in securing alternative placements for juveniles. Placement Specialists recruit, screen and certify foster families; provide training and counseling assistance; disburse monthly subsistence allowances; and arrange placements on a contractual basis in non-Agency group homes around the state.

During 1991-92, a total of 1,334 contractual placements were made, including 94 to foster care, 669 to contractual group homes, and 571 to Marine Institute Programs.

Community-Based Alternatives

The Department of Youth Services uses Marine Institutes, St. Luke's Center, and Family Preservation Services as alternatives to more costly institutional care.

St. Luke's Life Skills Center, located in Columbia, is a neighborhood center which provides life skills and restitution opportunities to juvenile offenders while serving as a channel of communication for the community-at-large. Referrals to St. Luke's originate from the Richland County field office and the District I public schools. Most activities are conducted using group work methods. Groups include life skills, social skills, positive mental attitude, anger control, employability skills and conflict resolution. A specialized group for parents of juveniles on probation or parole is also conducted monthly. During FY 1991-92, 254 youth were served in these groups. Additionally, 48 parents received parenting skills training and 154 juveniles were supervised on restitution.

During the school year, in addition to the regular program, St. Luke's provides an outreach effort to three Richland District I elementary schools. The program of life and social skills groups and a revised version of the Manhood Training Program is offered to reduce suspensions and expulsions in these schools.

During the school year, nearly 50 children are worked with at Rosewood, Hyatt Park and Carver Elementary Schools. Children in the third, fourth and fifth grades are targeted for these services.

During the summer of 1992, the St. Luke's staff sponsored a Rites of Passage Program, which addresses the issue of the disproportionate number of minority males who become involved with both the juvenile and adult correctional systems. The program instills a sense of responsibility in participants while promoting self-discipline and self-esteem. Activities included: lectures, workshops, field trips, and tasks of a culturally sensitive nature. Since its inception, the program has graduated 24 students who were either on probation or parole. In following up, only four of the graduates committed further delinquencies.

The Department contracts with the Associated Marine Institutes of Tampa, Florida, to provide six marine institute programs and a wilderness camp in the state. The institutes are located in Charleston, Beaufort, Georgetown, Columbia, Laurens, and Rimini, and 1,492 juveniles received services during FY 1991-92. The new Rimini site is in Clarendon County, an economically depressed area of the state that welcomed program activities after many other proposed sites in South Carolina were abandoned because of public opposition. During FY 1991-92, DYS opened its first Wilderness Institute housed at the Old Calvin Bridges Youth Home in Laurens. It is noteworthy that the institutes now have permanent sites, and that each program stays at capacity to the extent of having a waiting list for admission.

Marine Institutes are educational/vocational training programs for older juvenile offenders under the supervision of the Department. These programs work with chronic juvenile offenders and serve as an alternative to placing nonviolent youth in more costly, overcrowded juvenile correctional institutions. Marine Institutes offer a six-month, outdoors-oriented experience. Academics receive emphasis in order to prepare youth for the high school equivalency examination. Students also learn vocational skills including boat maintenance, welding, marine engine repair, seamanship, wildlife management, forestry, and park maintenance. The selection of employment skills varies depending on locale and is guided by input from local industries, the Employment Security Commission, the State Development Board, the Wildlife Commission, and Parks, Recreation and Tourism.

The Marine Institutes' unique mix of outdoor activities, academics and job skills creates a positive learning environment where personal achievement and initiative are rewarded as juveniles experience first hand the value of a strong work ethic. Charleston and Midlands Marine Institutes are day programs serving a co-educational population. The remaining programs are residential, accepting male offenders only.

Family Preservation Projects

Recent research by the Department indicated that juveniles institutionalized at a young age are virtually certain to reoffend

and maintain continuous contact with the juvenile justice system throughout the period of age eligibility. The programmatic inference from this study for DYS is a need to offer holistic family oriented services for high risk young offenders thereby diminishing out of home placement/institutionalization, which is believed to be a key reason for continued involvement with the juvenile justice system.

Family Preservation Projects are relatively new to South Carolina. Youth Services, in coordination with Mental Health, is building the most widespread program in the state. The Family Preservation program provides direct services in the home of the juvenile. Mental Health workers literally become a part of the family for ten to twelve weeks. Their job is to identify the source(s) of the dysfunction, assist the family in dealing with its problem(s), teach parents how to cope with the presenting and subsequent problems, be on-call to the family 24 hours per day and guide the family to additional services as necessary. The total program is designed to make the family self-sufficient in dealing with their needs and, above all, to prevent the young juveniles from being placed in institutions or out of the home.

DYS has awarded contracts to Columbia Area Mental Health Center, Family Resources, Inc., and the Pee Dee Mental Health. A supplemental contract is being developed with Greenville Mental Health. DYS staff in Charleston are working with "House Calls," a similar project funded by Health and Human Services Finance Act monies.

The contractual programs funded through state appropriations (Richland, Lexington and Florence) presently are restricted to juveniles 13 and under. The family preservation projects in Charleston and Greenville, as well as two new programs operated by Family Resources, Inc. in Lexington and Greenwood/Laurens areas, have served a broader range of ages. During 1991-92, a total of 61 juveniles and their families were served in the state appropriations funded family preservation programs.

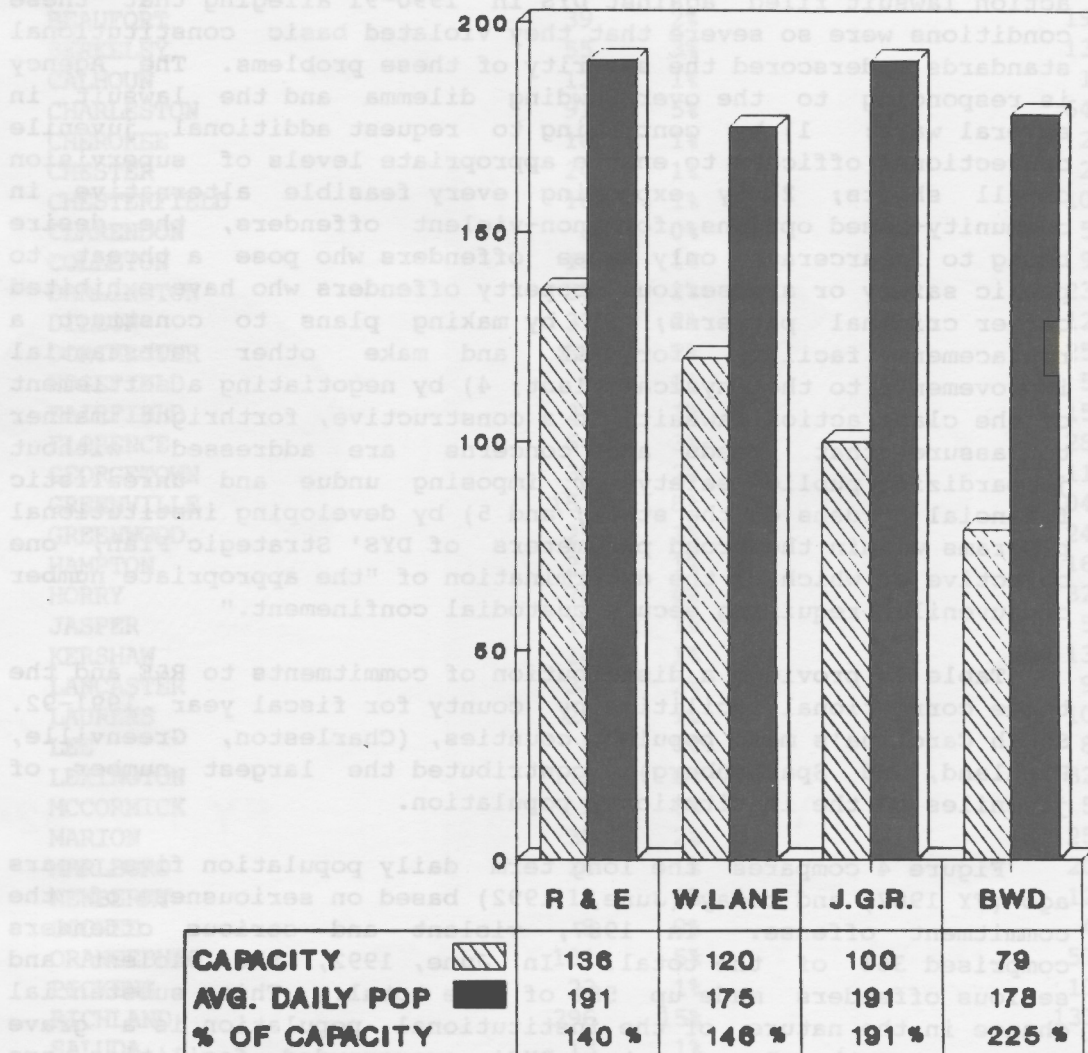
INSTITUTIONAL PROGRAMS

The Institutional Programs Division, headed by a Deputy Commissioner, operates four facilities centrally located in Columbia. The Reception and Evaluation Center (R&E) provides diagnostic services to juvenile offenders temporarily committed by the Family Court, while the three long-term institutions serve juveniles committed on final judicial orders. The Institutional Division also provides recreational, educational and support services for its juvenile population. Security is maintained by the Public Safety Section. Overall, the Division's staff incorporates 478 employees accounting for approximately 45% of the Departmental work force.

During 1991-92, the average daily population of all institutional programs was 735. Figure 3 illustrates the extent to which DYS institutional facilities were overcrowded. On

FIGURE 3

AVERAGE DAILY POPULATION COMPARED TO FACILITY CAPACITY FY 1992



"average" days, R&E functioned at 140% of capacity and the long term facilities at 182% of capacity. During peak months, R&E functioned at 195% of capacity (March) and the long term facilities at 197% of capacity (December). Also highlighted is the Birchwood long term facility for violent offenders, which averaged 2.25 times the number of juveniles it should have held according to rated capacity.

These extremes of overcrowding impact negatively on staff and offender safety, impair the ability of DYS to provide meaningful treatment programs, and accelerate deterioration of the physical condition of the facilities, which are for the most part old and functionally inadequate according to modern standards. A class action lawsuit filed against DYS in 1990-91 alleging that these conditions were so severe that they violated basic constitutional standards underscored the severity of these problems. The Agency is responding to the overcrowding dilemma and the lawsuit in several ways: 1) by continuing to request additional juvenile correctional officers to ensure appropriate levels of supervision on all shifts; 2) by exploring every feasible alternative in community-based options for non-violent offenders, the desire being to incarcerate only those offenders who pose a threat to public safety or are serious property offenders who have exhibited career criminal patterns; 3) by making plans to construct a replacement facility for R&E and make other substantial improvements to the physical plant; 4) by negotiating a settlement of the class action lawsuit in a constructive, forthright manner to assure that needs and concerns are addressed without jeopardizing public safety or imposing undue and unrealistic financial burdens on the state; and 5) by developing institutional programs within the broad parameters of DYS' Strategic Plan, one objective of which is the determination of "the appropriate number of juveniles requiring secure custodial confinement."

Table IV provides a distribution of commitments to R&E and the three correctional facilities by county for fiscal year 1991-92. South Carolina's most populous counties, (Charleston, Greenville, Richland, and Spartanburg), contributed the largest number of juveniles to the institutional population.

Figure 4 compares the long term daily population five years ago (FY 1987) and today (June, 1992) based on seriousness of the commitment offense. In 1987, violent and serious offenders comprised 36% of the total. In June, 1992, the violent and serious offenders made up 58% of the total. This substantial change in the nature of the institutional population is a grave concern to the Department. DYS' overcrowded facilities are inadequately staffed to ensure the safety of employees and the offender population, and to provide adequate levels of service for juveniles whose treatment and behavior management needs are greater now than ever before.

DYS is making every effort to target its existing resources for institutionalized offenders in the most efficient and effective manner possible. The Institutional Division was reorganized in 1990-91 to enable more quality treatment for children by freeing professional social workers from certain

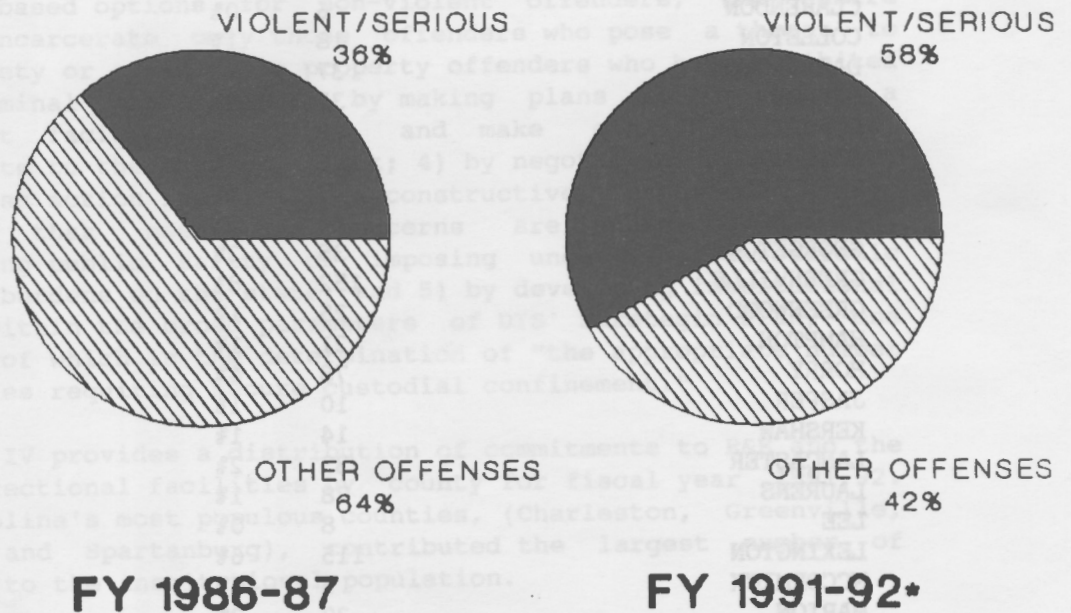
SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

TABLE IV

COMMITMENTS TO INSTITUTIONAL PROGRAMS BY COUNTY
FY 1991 - 92

COUNTY	RECEPTION & EVALUATION CENTER		CORRECTIONAL FACILITIES	
	NO.	%	NO.	%
ABBEVILLE	20	1%	5	1%
AIKEN	67	3%	39	4%
ALLENDALE	26	1%	8	1%
ANDERSON	55	3%	12	1%
BAMBERG	12	1%	10	1%
BARNWELL	11	1%	9	1%
BEAUFORT	39	2%	19	2%
BERKELEY	55	3%	13	1%
CALHOUN	12	1%	1	0%
CHARLESTON	91	5%	64	6%
CHEROKEE	16	1%	2	0%
CHESTER	24	1%	2	0%
CHESTERFIELD	16	1%	10	1%
CLARENDON	6	0%	5	1%
COLLETON	18	1%	9	1%
DARLINGTON	37	2%	23	2%
DILLON	32	2%	12	1%
DORCHESTER	39	2%	25	3%
EDGEFIELD	8	0%	5	1%
FAIRFIELD	27	1%	15	2%
FLORENCE	54	3%	28	3%
GEORGETOWN	35	2%	11	1%
GREENVILLE	152	8%	104	10%
GREENWOOD	25	1%	24	2%
HAMPTON	21	1%	16	2%
HORRY	78	4%	32	3%
JASPER	10	1%	5	1%
KERSHAW	14	1%	13	1%
LANCASTER	33	2%	9	1%
LAURENS	28	1%	10	1%
LEE	8	0%	8	1%
LEXINGTON	115	6%	32	3%
MCCORMICK	5	0%	5	1%
MARION	30	2%	25	3%
MARLBORO	24	1%	20	2%
NEWBERRY	13	1%	12	1%
OCONEE	8	0%	4	0%
ORANGEBURG	101	5%	57	6%
PICKENS	23	1%	17	2%
RICHLAND	296	15%	133	13%
SALUDA	13	1%	3	0%
SPARTANBURG	151	8%	68	7%
SUMTER	46	2%	33	3%
UNION	17	1%	9	1%
WILLIAMSBURG	8	0%	4	0%
YORK	38	2%	22	2%
OUT OF STATE	17	1%	5	1%
TOTAL	1,974	100%	997	100%

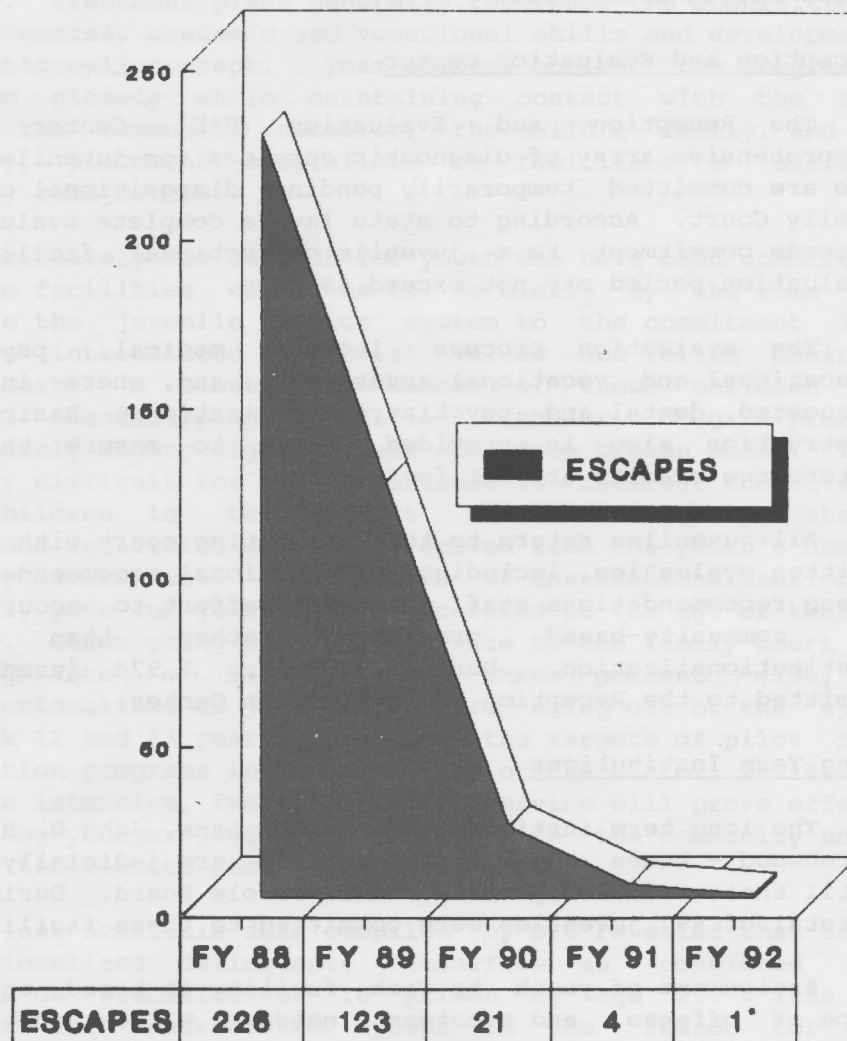
VIOLENT AND SERIOUS JUVENILE OFFENDERS IN LONG-TERM FACILITIES COMPARING FY 1986-87 TO FY 1991-92*



* BASED ON JUNE, 1992, POPULATIONS.

FIGURE 5

ESCAPES FROM DYS INSTITUTIONS FIVE YEAR COMPARISON FY 1987-88 THROUGH 1991-92



*In FY 1991-92, for the first time in history, there were no escapes from DYS institutions. The one (1) escape indicated above occurred from a secure trip while outside DYS grounds.

administrative duties. It is estimated that children are provided 10,000 more hours of treatment annually as a result of this reorganization. The Department is continuing programs for sex offenders, and has expanded treatment options for offenders with alcohol and other drugs problems and those at risk for substance abuse. Figure 5 indicates that escapes declined last year to just one incident, reflecting a 98% decrease since 1988. This decrease is attributable to a pervasive emphasis on security from upper administrative levels to institutional line staff. These institutional accomplishments are especially noteworthy in another year marked by severe overcrowding, continued budget cuts, and demands on the time and energy of staff to respond to pending class action litigation.

Reception and Evaluation Center

The Reception and Evaluation (R&E) Center offers a comprehensive array of diagnostic services for juvenile offenders who are committed temporarily pending dispositional outcomes in Family Court. According to state law, a complete evaluation must precede commitment to a juvenile correctional facility and the evaluation period may not exceed 45 days.

The evaluation process includes medical, psychological, educational and vocational assessments and, where indicated or requested, dental and psychiatric examinations. Basic classroom instruction also is provided daily to ensure that school attendance credits are not forfeited.

All juveniles return to the committing court with a complete written evaluation, including dispositional recommendations. In these recommendations staff make every effort to encourage the use of community-based programs rather than long-term institutionalization. During 1991-92, 1,974 juveniles were admitted to the Reception and Evaluation Center.

Long Term Institutions

The long term institutions - Willow Lane, John G. Richards and Birchwood - house and treat youth who are judicially committed until their release by the Juvenile Parole Board. During 1991-92, a total of 997 juveniles were committed to these facilities.

Assignment of youth to each facility is based on age, sex, type of offense, and treatment needs. Willow Lane, the only co-educational institution, accommodates the entire female population and male offenders generally between the ages of 12 and 14. John G. Richards houses older male property offenders between the ages of 15 and 17. Birchwood offers special intensive services to males 15 to 17 years old charged with crimes against persons and receives, as transfers, juveniles who exhibit serious assaultive behavior while assigned to another institution. Birchwood also holds the small number of juveniles tried and sentenced as adults under provisions in the law to deal with

extremely violent or serious, repetitive behavior. These offenders remain with the Agency until they reach the age of seventeen and then are transferred to the Department of Corrections to complete the remainder of their sentences.

Although somewhat diversified in function because of the uniqueness of their offender populations, the three institutions share a philosophy of treating the whole child by addressing his/her psychological, social, educational, physical and spiritual needs. Multi-disciplinary treatment teams develop plans for and with the juvenile to overcome specific problems, identify pre-release goals, and prepare the juvenile for community re-entry. Treatment plans generally reference the acquisition of specific social, academic and vocational skills and development of a realistic self-concept. Team members monitor the progress of juveniles closely while maintaining contact with the Parole Section, the community counselor, the child's family, and when necessary, placement specialists to facilitate a successful community readjustment.

Unfortunately the outlook for youth who have been committed to long term facilities continues to be bleak. By the time youth penetrate the juvenile justice system to the commitment level, many have internalized antisocial values and fallen behind in school work. A substantial number of these children have emotional handicapping conditions and/or drug problems. Approximately eighty-eight percent come from broken homes. It is extremely difficult for the Department to redirect the lives of these children in the context of insufficiently staffed, overcrowded facilities which are removed from the youth's home and community environment. The results of institutionalization are especially poor for juveniles incarcerated at the age of twelve or thirteen. These young people recidivate to the Family Court at a startling rate of 93%. Seventy-three percent (73%) are reinstitutionalized as juveniles before aging out of the system. High risk 12 and 13 year olds are now the targets of pilot family preservation programs in certain areas of the state. It is hoped that this intensive, family-oriented service will prove effective in enabling younger juveniles to remain in the community and in lowering the risk to reoffend.

The last available data compiled by DYS revealed that 56% of institutionalized delinquents resurface as convicted adult offenders on probation or in prison by age 21. This dire prognosis for incarcerated youth is the reason for DYS' philosophical position that juvenile offenders should be treated in the least restrictive environment possible, limiting incarceration to those who pose a substantial risk to society.

Recreational Services

Recreation staff conduct general and therapeutic programs for students assigned to the long term institutions. Although funding shortages prevent us from offering as wide a range of recreational services that we desire, all students receive

services on a regular basis. Recreational programs are under the supervision of the Facility Director at each institution. The Recreation staff is supplemented by college interns and volunteers, who contribute to both the quality and quantity of services.

General activities such as sports, games, crafts, and special outings structure leisure time and foster learning experiences important to the rehabilitation of juveniles. Additionally, a Recreational Interests and Skills Assessment (RISA) is completed on each youth to guide treatment planning. Therapeutic recreation programs may then be prescribed to meet specific needs of individuals or small groups.

Educational Services

The Department of Youth Services is designated by law as a school district which operates a twelve-month comprehensive educational program for its institutional population. This program is directed by a Superintendent of Education. The South Carolina Board of Youth Services functions as the Board of Trustees for the district in all administrative matters including the receipt and expenditure of funds. The South Carolina Department of Youth Services' school district has its own Defined Minimum Program.

The provision of educational services for all students committed to the Department is a vital component of the treatment process. Willow Lane Middle School offers sixth, seventh and eighth grade subjects, while Birchwood High School provides secondary level courses. The Educational Assessment Center, located at the Reception and Evaluation Center, conducts an evaluation to assess each student's educational needs and to recommend a specific educational plan. In addition, classroom instruction is provided to ensure the maintenance of attendance credits.

Upon final commitment to a long term facility, the student is further evaluated and is appropriately placed by community grade level at Willow Lane Middle School or at Birchwood High School. A combination of group and individual instruction is provided to meet the needs of the students. The identification of handicapped students for assignment to special education classes is an important aspect of the overall school program. Special education students are assigned routinely to vocational classes.

The "average" committed juvenile offender is a sixteen year old functioning at the fifth to sixth grade level academically. According to data compiled by DYS, 95% of students entering DYS schools are below grade level in reading, math or both subject areas. Fifty-three percent (53%) of the students are assigned to remedial programs and 34% to special education classes.

The broad range of curricula in DYS schools is designed to meet remedial and regular requirements of: 1) students who need

Carnegie unit courses to return to the public schools; 2) students who do not plan to return to public school and need GED preparatory and vocational course work; and 3) students who will not be returning to school, but need educational and vocational skills. During 1991-92, 74 DYS students received GED certificates and two students were awarded high school diplomas.

Education programs include general educational development (GED), Chapter One learning laboratories and remedial classes in the areas of reading and mathematics. Supplemental Federal funding for educational programs is obtained from Chapter I and Chapter II grants for disadvantaged youth and Public Law 94-142 for handicapped juveniles.

In September of 1991, the DYS/Cities in Schools program, the only one in the United States for incarcerated youth, began operation with one teacher, one teachers' assistant and twelve students. This holistic approach to education and family life with a low teacher to pupil ratio was so successful that the program has been expanded for the 1992-93 school year to include three teachers and 36 students. DYS/CIS is housed in space which became available when the Maximum Security Unit at Willow Lane Institution was closed.

In addition to academics, DYS has broadened the direction of vocational education. The focus is to provide marketable employment skills that will transfer to technological advancement in the workplace. The Agency was chosen as one of 11 national sites to receive Federal technical assistance to locate an industry on institutional grounds. As a result, Barrier Concepts, Inc. (BCA), a manufacturer of infection control disposables, has located their production division within the confines of the vocational building at Birchwood High School. The industrial site is supported by a labor force of 15 GED students whose wage earning abilities empower them to meet restitution and family obligations and to accumulate savings for community re-entry.

Another accomplishment in 1991-92 was the student-operated truck farm. This project was established and is in full operation as an ongoing self-supporting enterprise which allows participation of 12 to 16 students. In an effort to offer quality educational programs, DYS has upgraded ten existing vocational programs by offering two additional courses to include Pre-Voc and Auto Body and Fender. Due to program expansion, vocational education has increased services to 206 students per day. Vocational education was also expanded to include evening opportunities. Adjunct programs at DYS include welding and contractual programs through Midlands Technical College. DYS offers these supplementary courses to approximately 40 students which increases the man hours by 186 hours.

The South Carolina Vocational Rehabilitation Facility, located at Birchwood High School, in conjunction with DYS, collaborated to provide cooperative services to DYS students. The purpose of this collaboration is to provide Vocational Rehabilitation services to

students and to procure additional industry-based contracts allowing DYS to reach a larger majority of the population with marketable employment skills. Students with disabilities who are committed to DYS are served through vocational assessment, career counseling, and adjustment services. Shakespeare and Michelin have located production work within the confines of DYS which will prepare students for competitive employment. DYS has been able to increase vocational services to 89% of the population in the year 1991-92.

Further restructuring of vocational education for 1991-92 was the incorporation of the Tech Prep Grant. The purpose of Tech Prep is to integrate academics and vocations. Tech Prep is designed to provide competencies needed for the technological work place and preparation for students to pursue higher education. The purpose is to make the United States more competitive in the world economy by developing more fully the academic and occupational skills for all segments of the population. This can be achieved through a concentrated effort of academic and vocational instructors teaching in a cooperative effort.

This year we have continued the successful Marketing Education Program, placing students in work positions of the institutional grounds and community work force. It is important to note that each of these programs has been implemented with negligible problems of discipline and security.

Security concerns receive the same emphasis in DYS schools as they do in other institutional programs. Six Public Safety Officers have been assigned to the school for the 1992-93 school year to ensure a safe, orderly learning environment for teachers and the juveniles under their supervision. This change has been received enthusiastically by the staff, and has resulted in fewer incidents and interruptions during the school day.

A major accomplishment for the Agency's Education section during 1991-92 was the State Department of Education's lifting the probation status for the affected school programs. This was the first time since 1988 that DYS has not been cited for deficiencies in its education programs.

Traditional approaches do not always meet the varied needs of education, treatment, and rehabilitation with which we are charged. DYS has completed a preliminary stage in the process of revising the Defined Minimum Program (DMP) so that we may better meet the challenge to fulfill DYS' responsibility to the changing clientele as we approach the year 2000 and the 21st Century. Because this process is lengthy, the staff began this year by studying the present DMP word by word and page by page. Next, the staff realized that the 1992-93 school year could best serve as a year of transition if approval could be obtained for waivers and experimental programs in some areas. Fifteen (15) waivers and experimental programs were approved by the State Department of Education to be implemented. During the 1992-93 year, the

Education staff will continue to study its programs and make recommendations for change.

Public Safety

The functions of the Public Safety Division include: perimeter security of the institutions, internal security, employee identification and background checks, student identification, transportation and emergency preparedness.

Public Safety Officers provide twenty-four hour surveillance and with assistance from the State Law Enforcement Division and local authorities, apprehend juveniles who escape. In August 1989, construction of a secure perimeter fencing for DYS' institutional grounds was completed. This physical barrier, combined with specialized staff training and an everyday emphasis on security issues within the Institutional Division has resulted in a dramatic decrease in escapes from 226 in 1987-88 to only 4 in 1991-92 (-98%) and in 1991-92, for the first time in DYS history, there were no escapes from DYS secure facilities.

The Identification Unit of Public Safety fingerprints and photographs all juveniles at institutional admissions. These records are retained for a reasonable period and then destroyed if the juvenile does not return to Agency custody. It also provides employee identification cards and other data as necessary.

Public Safety also directs emergency preparedness, including staff response to man-made or natural disasters. Examples of situations which might require activation of the emergency preparedness plan include: potential mass arrests of children, weather-related emergencies and institutional disturbances.

PROGRAM PRIORITIES, STANDARDS, AND EFFECTIVENESS OF PERFORMANCE

On Table V (pp 43 to 48) are listed DYS' fifteen (15) major program areas in priority order. These priorities correspond to the Agency's broad goals of: 1) Protection of the Public; 2) Primary Crime Prevention; and 3) Juvenile Offender Rehabilitation. The priorities also include services that DYS is mandated to provide in support of South Carolina's Family Court system and as the sole state agency for juvenile justice administration. All listed priorities reflect mandated functions or supportive mechanisms essential to carrying out these responsibilities.

The Department's highest priority encompasses the basic subsistence, medical care and educational needs of its incarcerated juvenile offenders. The extent to which DYS is able to meet basic professional standards in this area is an index of South Carolina's commitment to human care for children who are not at liberty to change their custodial/legal status. DYS' antiquated, obsolete physical plant, the high population levels within institutional programs, and the chronic underfunding of medical services have resulted in a failure to meet many basic standards for juvenile correctional facilities and the medical

services area. DYS repeatedly has requested funds to address deficiencies in its annual Budget Request and the Overall Permanent Improvement Plan. The serious nature of these issues is underscored by a class action lawsuit filed against the Department in December, 1990, and under negotiation as of this writing.

An area in which the Agency has shown positive results is basic education, as measured by the success rate for institutional students who take the High School Equivalency Examination. The standard for proportion passing the exam was set at 75%. This standard was substantially exceeded, at 88%, for DYS students who took the GED in 1991-92.

Priority #2, Institutional Security, reflects DYS' strong commitment to public safety and to easing the expressed concerns of citizens who live and work in areas bordering the institutional programs. The security measure is escapes as a proportion of juveniles incarcerated. Following completion of the perimeter fence, in August, 1989, the Commissioner set security and control as DYS' uppermost institutional priorities. To this end, new security policies were proposed by staff and adopted by the Board of Youth Services, special training has been conducted, and security alertness has been made a daily issue for all employees. As a result of this continuous effort, the 10% standard has been substantially exceeded -- the Department recorded only one (1) escape in 1991-92 (from a secure trip, not the grounds)-- representing less than 1/10 of one percent (<1%) of all juveniles incarcerated during the period.

Primary crime prevention, placed as Priority #3, is a newly operationalized program area to which substantial Community Division resources have been directed through a comprehensive reorganization of manpower and responsibilities.

Priority #4, Alternatives to Institutions, reflects the Department's knowledge that institutional programs, while necessary, are the least cost efficient of all Agency endeavors and also are the least effective in long range results. The Agency therefore has been investing substantial resources and energies in alternative community-based programs for all but the most violent and repetitive offenders. The potential problem area that all program "alternatives" face is commonly described "widening the net": rather than program space being filled with institution-bound youth, the population may be filled with juveniles who probably would not have been incarcerated in the first place.

The measure selected for effectiveness of alternative programs, therefore, involves the comparison of juveniles in alternative settings to the institutional population on certain basic criteria having to do with offense severity, repetitiveness of delinquent behavior, and institutional history. It was determined that 60% of youth in alternative programs for older juveniles should meet at least two of the defined criteria in order to be considered institution-bound at the time of placement.

For younger juveniles (12/13 year olds) who have not yet had the opportunity to develop a chronic record, it was determined that 60% should meet at least one criterion. DYS' alternative programs, Marine Institutes and group homes for older youth and Family Preservation for younger juveniles, met the established standards.

Priority #5, Probation/Aftercare Supervision (with Restitution as an adjunct) is a basic responsibility of the Agency affecting, at the probation level, 6,000-7,000 juvenile offenders each year. Incorporated with supervision is restitution, a requirement frequently attached to probation orders. The effectiveness of probation/aftercare supervision is measured by the number of juveniles on probation at any time during the fiscal year who have a violation or a new offense referral to court during that same period. The 1991-92 figure is 30%. A standard will be set to measure improvement over baseline after two to three years of reporting.

Restitution programs available throughout South Carolina reflect the Agency's strong commitment to offender accountability and accountability to the victims of juvenile crime. The Agency standard requires that 50% of eligible youth receive restitution orders for monetary payments or community service hours as a part of the case disposition. Twenty-seven of 46 counties met or exceeded this standard. The statewide average for all counties was 52%, a substantial increase over 41% in 1989-90.

Priority #6, Diversion Programs, is high on the list based on the knowledge that frequency of contact with the juvenile justice system and the degree of penetration are variables associated with recidivism at the juvenile and adult levels. The object of diversion programs is to treat first time and minor offenders without formal processing, adjudication or supervision/incarceration. Diversion is an early intervention strategy whose purpose is to keep offenders from recycling through the system to their own and society's detriment. The effectiveness of diversion programs (Agency standard = 20%) is measured by the recidivism of juveniles referred, either by processing of the original charge through court because the youth failed to complete the program, or by a new referral in the same fiscal year. This recidivism rate was 18% in 1991-92.

Priority #7 is Parole, with Victim Assistance as an adjunct function. DYS' parole examiners are first and foremost the staff of the Juvenile Parole Board. The effectiveness measure of their work in preparing and presenting cases is the confidence that Board Members have in their release recommendations; in other words, the degree of Board concurrence with the staff's recommendation. In FY 1991-92 the Juvenile Parole Board concurred with the DYS staff recommendation 95% of the time.

The Victim Assistance Program within Parole reflects the Agency's commitment to the rights of victims of juvenile crime. The effectiveness measure is the proportion of violent/serious

crime victims provided the opportunity for input into the Parole process. The Victim Assistance Program mailed information to 100% of victims in 1991-92, failing to contact only those who had moved and left no traceable information as to whereabouts.

Priority #8, Diagnostics/Evaluations, reflects DYS' statutory mandate to provide complete predispositional evaluations of juveniles when so ordered by the Family Court. Effectiveness is measured according to the concurrence rate between recommendations by DYS evaluation staff and actual judicial disposition for the most basic dispositions of probation and commitment to a long term facility.

Intake services for delinquency cases in the Family Courts is Priority #9. This mandated function of DYS results in a recommendation to the Solicitor on whether or not to prosecute the case. Intake is the level at which appropriate cases can be diverted to non-judicial program options. The effectiveness of Intake work is indicated by the degree to which solicitor actions concur with staff recommendations. The standard has been set at 80%. Based on extensive information from six representative counties in conjunction with the pilot testing of a classification system, concurrence is achieved 82% of the time, meeting the established standard.

Priority #10, "Administration," reflects the essential supportive work of Finance, Computer Services, Personnel and Planning/Program Evaluation in maintaining efficiency and effectiveness across Agency program areas. The success of these support functions is reflected in DYS' performance at the various program levels.

Priority #11 is Institutional Treatment Programs, including adjunct educational services. Educational programs beyond the most basic level (see Priority #1) are measured for effectiveness by the extent to which they meet all applicable defined minimum program standards on curriculum, class size and student/teacher ratios. In 1990-91, State Department of Education audits revealed deficiencies in these areas resulting in two Agency schools receiving "probation" status and a third program receiving "warned" status. By the close of 1990-91, DYS had adjusted curriculum offerings and hired additional staff to correct most cited deficiencies. As a result, probation status was lifted for the affected school programs this year. The effectiveness of other treatment programs at the institutional level is measured by institutional recidivism against the standard of a 30% readmission rate. DYS was slightly below this standard with an institutional readmission rate of 33% for 1991-92.

Priority #12 is adjunct programs, which are used to extend service options for juvenile offenders beyond the scope of DYS operations. These external programs are expected to develop and maintain their own standards for efficiency/effectiveness.

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

Table V

Program Priorities, Standards and Effectiveness of Performance

FY 1991-92

Page 1

Priority Number	Program Description	Effectiveness Measure(s)	Standard	Effectiveness of Performance 1991-92
1	Institutional Care:			
	a. Food Service	ACA Accreditation	Meets ACA	Did not meet many basic standards. Programs operated at 169% of capacity and with insufficient medical staff.
	b. Housing	Standards-Other	accreditation	
	c. Medical	Professional Standards	and professional standards for physical plant, food svc., health care.	
	d. Basic Education	Proportion Passing GED	75%	Substantially exceeded standard. 88% passed the GED exam.
2	Institutional Security	Escapes as a % of juveniles incarcerated	Less than 10% of incarcerated juveniles	Substantially exceeded standard. The one (1) escape in 1991-92 occurred from a secure trip, not grounds, and represented less than 1/10 of one percent of the incarcerated population.
3	Primary Crime Prevention	To be established	To be determined	-

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

Table V

Program Priorities, Standards and Effectiveness of Performance

FY 1991-92

Page 2

Priority Number	Program Description	Effectiveness Measure(s)	Standard	Effectiveness of Performance 1991-92
4	Alternatives to Institutions	Proportion of population that is "institution-bound."	60% of Marine Institute admissions meet <u>two</u> criteria. 60% of 12/13 year olds in state-funded family preservation meet <u>one</u> criteria: a. two prior referrals b. one prior adjudication c. R&E commitment d. offense score = 7+ e. prior institutionalization	Met standard. 60% of admissions to Marine Institute admissions met at least two of these criteria. 71% of family preservation clients (Richland County Program) met one criteria.
5	Probation After-care Supervision with	Recidivism rate within the fiscal year by rules violation/new referral for juveniles under supervision in 91-92.	33%	Exceeded standard. 30% of juveniles placed under supervision recidivated in the same fiscal year.

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

Table V

Program Priorities, Standards and Effectiveness of Performance

FY 1991-92

Page 3

Priority Number	Program Description	Effectiveness Measure(s)	Standard	Effectiveness of Performance 1991-92
	Restitution	Proportion of eligible juvenile offenders ordered to make restitution.	50%	Met or exceeded standard-27 counties. State average = 52%
6	Diversion Programs	Recidivism rate within the fiscal year for juveniles referred to diversion programs.	20%	Exceeded standard. Only 18% of juveniles referred to diversion programs recidivated in the same fiscal year.
7	Parole with Adjunct Program	Concurrence between Parole's recommendation and Board's action.	90%	Met standard. The concurrence rate was 95%.
	Victim Assistance	Violent/serious crime victims provided opportunity for input.	90%	Met standard. 100% of violent/serious crime victims were notified by mail.
8	Diagnostics/Evaluations	Concurrence rate between R&E recommendations and judicial dispositions where probation or commitment is the recommendation.	75%	Last available figure was 84% (1989-90).

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

Table V

Program Priorities, Standards and Effectiveness of Performance

FY 1991-92

Page 4

Priority Number	Program Description	Effectiveness Measure(s)	Standard	Effectiveness of Performance 1991-92
9	Intake	Concurrence between intake workers' recommendations and Solicitor's decisions.	80%	Based on pilot testing a classification system in six typical counties, the concurrence rate of Solicitor's decision to DYS Intake recommendations is 82%.
10	Administration	-----	-----	-----
	a. Finance	The effectiveness of support services is reflected in performance at the program level.		
	b. Computer Services			
	c. Personnel			
	d. Planning/Program Evaluation			
11	Institutional Programs			
	a. Adjunct Education	Compliance with Defined Minimum Program.	Meets all provisions for curriculum, class size and student/teacher ratio.	Met standard--Probation status lifted for the affected school programs this year.

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

Table V

Program Priorities, Standards and Effectiveness of Performance

FY 1991-92

Page 5

Priority Number	Program Description	Effectiveness Measure(s)	Standard	Effectiveness of Performance 1991-92
	b. Counseling	Readmission rate for correctional facilities.	30%	Slightly below standard-- The proportion of institutional commitments who were readmissions in FY 91-92 = 33%
	c. Sex Offender Treatment	Proportion of identified juveniles placed in program.	To be determined	
	d. Drug Treatment			
12	Adjunct Programs	-----	-----	-----
13	Runaway Programs	Proportion of runaways returned home or placed	80%	When last measured in 1989-90, 90% of runaways were returned home or placed.
14	Interstate Compact	Relative equity between juvenile supervision cases accepted into SC and those taken by other states.	Approximates a 1:1 ratio	Met standard--147 into SC/126 to other states--1 to 1.17 ratio.

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

Table V

Program Priorities, Standards and Effectiveness of Performance

FY 1991-92

Page 6

Priority Number	Program Description	Effectiveness Measure(s)	Standard	Effectiveness of Performance 1991-92
15	Detention Screening	Percent of intake cases detained before Court processing excluding truancy/contempt.	Less than national rate (17%)	Substantially exceeded standard--12% of eligible cases were detained.
16	Administration			
	a. Personnel			
	b. Planning/Program			
	c. Evaluation			
17	Institutional			
	a. Adjunct Education			

Priority #13 is DYS' program of runaway shelters, reflecting Agency, state and federal attention to the issue of runaway and homeless youth. Effectiveness in these programs is measured by the rate at which juveniles return home or go into placement following services, as opposed to reentering the community unsupervised. The standard was set at 80%. DYS runaway shelters substantially exceeded this standard when last measured in 1989-90, recording a 90% rate of favorable case dispositions.

Ranked 14th is the Interstate Compact function. In this cooperative agreement among the states, it is important that South Carolina maintain a balance between supervision responsibilities assumed for other states and responsibilities turned over to other states. The standard set was a 1:1 ratio. DYS met this standard.

Priority #15 is detention/release screening, reflecting DYS' commitment to the goal of minimizing the preadjudicatory detention of accused juvenile offenders in adult jails. The effectiveness of DYS' screening procedure is measured by the proportion of intakes detained (excepting truancy-related intakes which are unlikely for detention since they are unlawful), measured against the national detention rate as a standard (17%). DYS' performance in 1991-92 was a detention rate of 12%, substantially exceeding the standard.

COST EFFICIENCY BY MAJOR PROGRAM AREA

Table VI presents efficiency data for DYS' major programs expressed as average annual cost per juvenile. It is the Agency's position that cost efficiency is achieved only to the extent that programs are able to maintain or improve their effectiveness. The figures in Table V are total costs derived by allocating all indirect expenditures for administrative and support functions to the direct service program areas where juvenile offenders receive supervision and treatment. These costs are based on 1989-90 expenditures; they were not expected to change substantially when computed for 1991-92.

The cost of institutional care, supervision, treatment and education for juvenile offenders approximates \$30,500 per year per resident. This figure argues compellingly in favor of community alternatives, which average \$21,000 per year per offender, a reduction of about 31% compared to institutionalization. Probation/aftercare supervision, including oversight of restitution obligations, costs just over \$1,800 annually per child. The intake function, which also takes in diversion and detention screening, costs \$190 per juvenile processed. The cost of an evaluation at DYS' R&E Center runs about \$25,500 annually or \$2,125 for the average one-month stay.

ACCOMPLISHMENTS IN FISCAL YEAR 1991-92

Fiscal year 1991-92 proved to be one of the most challenging years in recent history for state agencies. Demands for services continued to grow while budget cuts decreased the amount of money

SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

TABLE VI

COST EFFICIENCY BY MAJOR PROGRAM AREA

Program Area	Average Annual Cost Per Juvenile **	Priority # From Table IV
Institutional Care, Security, Treatment	\$22,869	1, 2, 7, 11 *
Education	\$ 7,592 \$30,461	
Alternatives to Institutions	\$21,157	4 *
Probation/Aftercare (Restitution)	\$ 1,809	5 *
Intake (Diversion; Detention Screening)	\$ 190 per juvenile processed	6, 9, 15 *
Diagnostics/Evaluations (R&E)	\$25,467	8 *

* The cost figures shown reflect these priorities in their entirety plus a portion of Priority #10, Administration.

** Costs are based on 1989-90 expenditures; they were not expected to change substantially in 1991-92.

available to provide those services. Funding cuts meant some key vacancies could not be filled, and employees were called on to find ways to provide efficient, effective service with fewer resources. In spite of many limitations, DYS is pleased to report as major accomplishments:

- * In coping with the Department's financial situation, the Agency was able to avoid any mandated RIFs of tenured employees. In addition, there were no critical audits of the Department during this period, and all accounting records reflect updated and accurate information.

- * In spite of an extremely difficult budgetary situation, the Department ended the year with a balanced budget. By using a variety of creative management strategies, the Department was able to maximize the scarce resources available and accomplish goals established by the Board of Youth Services in its strategic plan.

- * The Department adopted a third party/private pay fee policy which directed the Department to maximize all potential revenue including Medicaid and client billing. The new policy includes a fee scale, based on income, and established guidelines for implementation. A Medicaid Coordinator was hired and placed in charge of the program. The anticipated gross annual receipts from Medicaid reimbursement during FY 92-93 are \$500,000, and gross private pay revenues are expected to be about \$50,000.

- * A Code of Ethics for the Department was developed. At the direction of the Commissioner, the Executive Staff developed the Code of Ethics, which was approved by the Board of Youth Services. The Department's Staff Development Section will use the Code in its employee orientation program. The Code is displayed prominently throughout the Department.

- * The Agency continued its commitment to public safety. For the first time in known history, no juveniles escaped from the Department's long-term institutions.

- * A team of Department treatment professionals was given the task of reviewing programs and identifying those which are the "core" of the agency's treatment system. The team was also charged with the responsibility of developing a review/approval process which will ensure that new programs meet commonly held criteria regarding philosophy of treatment, management discipline and evaluation. The team's initial effort was to identify and obtain approval for a set of standards and principals which can be used to guide the selection of core programs. These standards emphasized intervention and prevention, community-based programming and therapeutic consistency and continuity. The team then began a systematic review of all DYS programs for applicability to those standards and principals.

- * The Department implemented an entirely new approach to policy development. More than one-half of the Department's policies were revised and approved by the Board of Youth Services.

The remaining policies are under review and scheduled to be updated. In conjunction with the new policy process, the Board of Youth Services has adopted a policy which governs the development of standard operating procedure. The Department has undertaken to write standard operating procedures in support of all policies adopted by the Board.

* A project to develop a comprehensive Strategic Plan for the Department was completed and approved by the Board of Youth Services. In the Strategic Plan, senior Department staff are assigned specific milestones which relate to individual goals approved by the Board. All interim and final project completion dates were met, and Departmental staff continues to report to the Board on Strategic Plan progress. A procedure for updating the Agency's Strategic Plan has been developed, and annual Strategic Plan revisions will be submitted to the Board each year.

* The Department, in partnership with the Health and Human Finance Commission, opened two additional Family Preservation Projects in Lexington and Laurens/Greenwood Counties during FY 91-92. These projects are based on the Homebuilders model of Tacoma, Washington. They are designed to serve 83 families in a given year.

* The DYS Crossroads Drug Abuse Prevention Program in Charleston expanded their operations by developing a Rural Outreach Program that serves the communities of McClellanville, Adam's Run and Petersfield. During 91-92, 100 at-risk juveniles in these communities received drug/alcohol abuse education, assessment, recreational and peer counseling services.

* During this fiscal year, the Marine/Wilderness Institutes graduated 80 students with their GED. This is an increase of 13 GEDs over the previous fiscal year.

* The Marine/Wilderness Institutes have, as one of their academic goals, a 2.00 year grade level increase before graduation from this program. During FY 91-92, the increase for the programs in South Carolina was 2.32 years grade level.

* As of January, 1992, the three Agency group homes in Greenville, Columbia and Charleston were raised to a high managmeent group home level of services; and all of the homes became Medicaid eligible for billing on services.

* The Crime Prevention, Early Intervention and Volunteer Services personnel (with four vacancies in the unit) served 8,165 juveniles through Court Awareness Groups. 1,350 juveniles participated in the Double Dutch Program, 1,020 juveniles were diverted through the Juvenile and the Law Program and 384 juveniles were trained through the Conflict Management Program. Camp Paupi-Win served 104 juveniles and 98 DYS siblings were served through Camp Paupi-Win Jr. During this same time frame, 122 juveniles were trained as Peer Leaders. Within the communities, 100 mentors and 225 volunteers were trained to work with juveniles from across the state.

* DYS has clear indications that its programs do have an effect on juveniles through the increase in evaluations of the various Crime Prevention and Early Intervention programs. The Cmap Paupi-Win evaluation indicates that only 25% of participants recidivated, where under normal circumstances, 63% of probationers recidivate after a year; only 33% recidivism occurs after juveniles participate in Conflict Management Groups; 0% recidivism for those participating in Peer Leadership Programs; only 19% recidivism exists after juveniles participated in the Juvenile and the Law Program, and normally there is a 39% recidivism rate for juveniles who are involved in the Intake Diversion Program.

Parenting programs found that only 29% of the juveniles recidivated when their parents participated in the programs. Normally, 39% of the juveniles recidivated without such services for their families.

It was also found that through the Court Awareness Program there was a 77% rate of gains in the legal and citizenship awareness; 219 juveniles of the 8,165 participants were used as an evaluation sample in the program.

* During FY 91-92, 5,144 juveniles were ordered to make restitution for their crimes statewide, which was a 14% increase over FY 90-91. The dollar amount ordered was \$454,204 and 143,872 community service hours were ordered. The 3,613 restitution orders completed during the fiscal year was a 15% increase over the previous year.

* Even with budget cuts during this fiscal year, the Marine/Wilderness Institutes served 1,492 juveniles; additional service days were made available to the juveniles.

GOALS AND STRATEGIES FOR 1992-93

In a continuing effort to reach the highest possible level of excellence and efficiency, The Department of Youth Services set up and pursued a wide range of goals and strategies for Fiscal Year 1992-93. These include:

OBJECTIVE 1 - DEPARTMENT POLICIES. Pursuant to Objective 1, the Department is: Reviewing all DYS policies and revising them as necessary; submitting all policies to the Board for approval; establishing, through approved internal systems, related procedures for at least one-half of all approved policies; effectively communicating established procedures to staff.

OBJECTIVE 2 - RISK CLASSIFICATION. Pursuant of Objective 2, the Department is: Establishing procedures to complete the implementation of a comprehensive risk classification procedure subsequent to the decisions of the Juvenile Justice Task Force chaired by Justice Toal and the concurrence of the Board of Youth Services with the same; formulating a risk assessment instrument to be presented to the Board of Youth Services within 60 days of

final action by the Toal Committee; preparing training courses that will be offered to appropriate DYS staff members so that the risk classification procedure can be implemented effectively.

OBJECTIVE 3 - STATUS OFFENDER PROGRAM. Pursuant to Objective 3, the Department is: Reducing overcrowding at the agency's secure institutions and at the Reception and Evaluation Center by addressing the status offender issue; beginning implementation of the approved Status Offender Program within available funding in at least eight judicial circuits; completing physical renovation of the Contemnor Group Home complex which will house institutionalized status offenders; beginning programmatic operation of the Contemnor Group Home.

OBJECTIVE 4 - BEHAVIOR MANAGEMENT SYSTEM. Pursuant to Objective 4, the Department is: developing a comprehensive behavior management system in the agency's secure institutions; completing detailed procedures, training manuals and training curriculum; initiating training of appropriate staff; designing and implementing an evaluation system which can determine the effectiveness of the behavior management model.

OBJECTIVE 5 - PROFESSIONAL DEVELOPMENT. Pursuant to Objective 5, the Department is: strengthening staff and professional development; establishing development and mandatory training schedules for all DYS staff, including required number of hours of training by category; determining annual cost of implementing approved schedule; developing strategy to implement needed training components.

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DEPARTMENT OF YOUTH SERVICES

EXECUTIVE STAFF

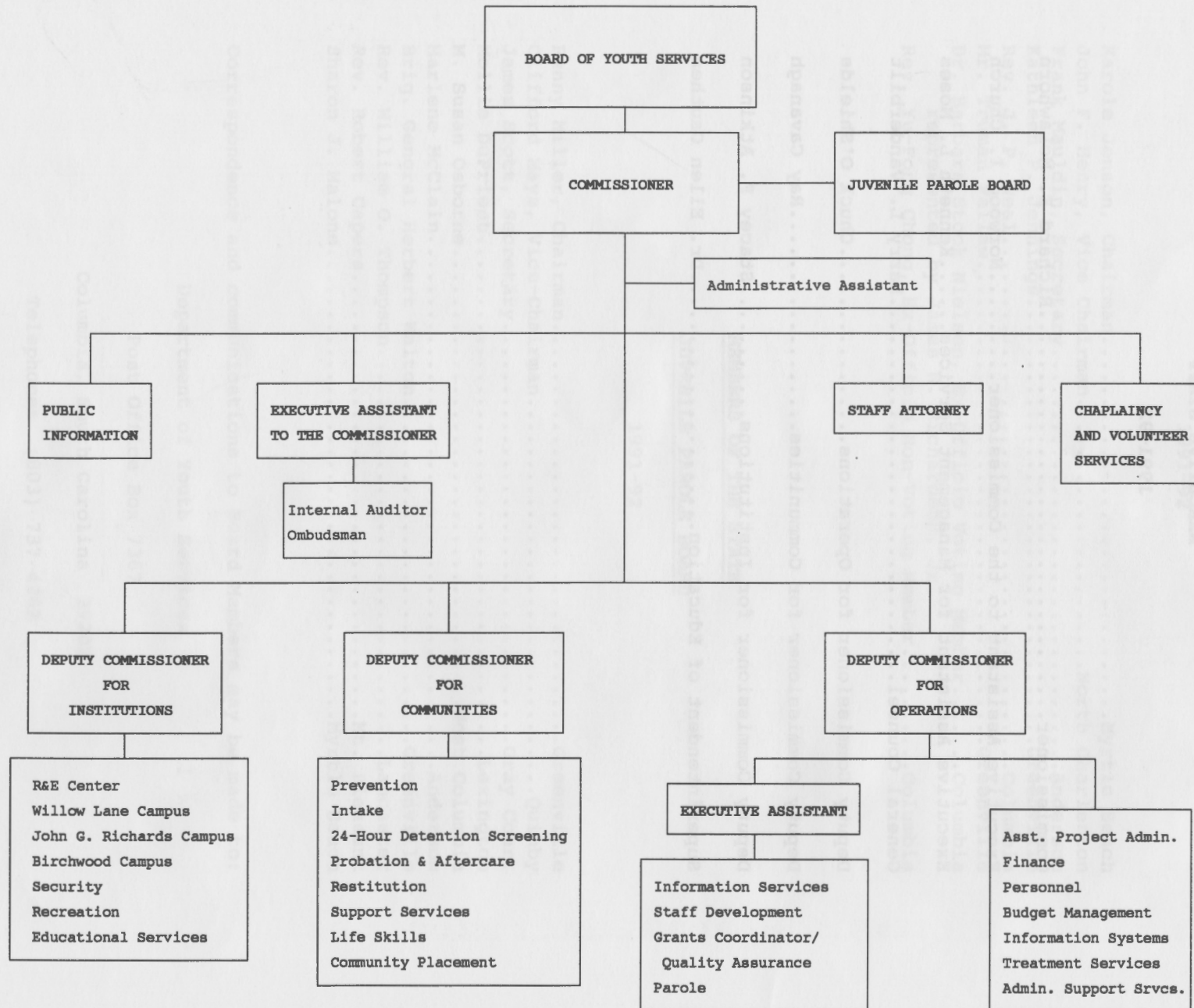
1991-92

Commissioner.....Richard E. McLawhorn
Executive Assistant to the Commissioner.....Norwood I. Church
Executive Assistant for Management Services.....Kenneth L. Moses
General Counsel.....Larry L. Vanderbilt
Deputy Commissioner for Operations.....Chuck O'Shields
Deputy Commissioner for Communities.....Ray Cavanagh
Deputy Commissioner for Institutions.....Stacey F. Atkinson
Superintendent of Education.....Dr. Ellen Cauthen

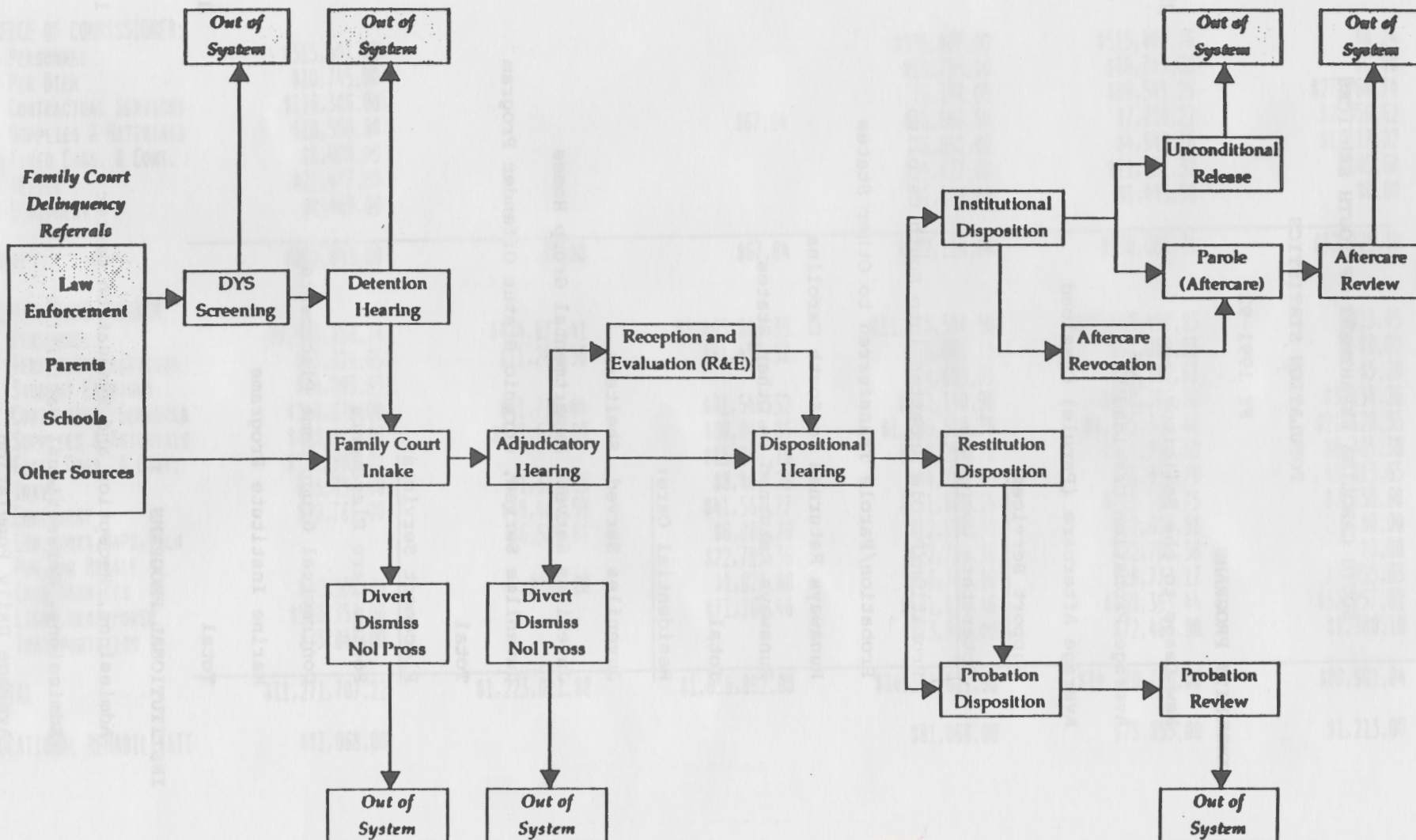
SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

ORGANIZATIONAL CHART

FY 1991-92



JUVENILE JUSTICE SYSTEM FLOWCHART



SOUTH CAROLINA DEPARTMENT OF YOUTH SERVICES

POPULATION STATISTICS

FY 1991-92

COMMUNITY PROGRAMS

New Cases to the Solicitor	22,883
Average Probation Caseload	3,619
Average Aftercare (Parole) Caseload	584

Support Services

Interstate Compact:

Probation/Parole Accepted into South Carolina	147
Probation/Parole Transferred to Other States	126
Runaways Returned to South Carolina	99
Runaways Returned to Other States	<u>149</u>
Total	521

Residential Care:

Juveniles Served, Shelters	489
Juveniles Served, Departmental Group Homes	167
Juveniles Served, Chronic Status Offender Program	<u>198</u>
Total	854

Placement Services:

Foster Care Placements	411
Contractual Group Home Placements	352
Marine Institute Programs	<u>571</u>
Total	1,334

INSTITUTIONAL PROGRAMS

Admissions, Reception and Evaluation Center	1,974
Admissions, Correctional Facilities	997
Average Daily Population	783

FISCAL YEAR 1991 / 92 FINANCIAL STATEMENT

DESCRIPTION:	STATE	FEDERAL	OTHER	TOTAL	DISBURSEMENTS	BALANCE
OFFICE OF COMMISSIONER:						
PERSONNEL	\$515,407.00			\$515,407.00	\$515,406.76	\$0.24
PER DIEM	\$10,745.00			\$10,745.00	\$10,745.00	\$0.00
CONTRACTUAL SERVICES	\$116,306.00			\$116,306.00	\$88,541.26	\$27,764.74
SUPPLIES & MATERIALS	\$10,599.00		\$67.84	\$10,666.84	\$7,710.22	\$2,956.62
FIXED CHGS. & CONT.	\$6,060.00			\$6,060.00	\$4,942.18	\$1,117.82
TRAVEL	\$21,477.00			\$21,477.00	\$21,291.32	\$185.68
EQUIPMENT	\$1,449.00			\$1,449.00	\$1,449.00	\$0.00
TOTAL	\$682,043.00	\$0.00	\$67.84	\$682,110.84	\$650,085.74	\$32,025.10
INSTITUTIONS PROGRAM:						
PERSONNEL	\$9,550,188.74	\$474,672.41	\$1,493,643.35	\$11,518,504.50	\$11,518,490.85	\$13.65
TEMPORARY POSITIONS	\$55,326.65	\$11,284.56	\$31,457.92	\$98,069.13	\$98,069.13	\$0.00
STUDENT EARNINGS	\$24,003.83			\$24,003.83	\$23,998.63	\$5.20
CONTRACTUAL SERVICES	\$318,876.00	\$41,718.44	\$81,546.52	\$442,140.96	\$438,706.70	\$3,434.26
SUPPLIES & MATERIALS	\$488,825.00	\$637,635.93	\$80,049.86	\$1,206,510.79	\$1,185,382.44	\$21,128.35
FIXED CHGS. & CONT.	\$102,995.00		\$15,259.78	\$118,254.78	\$111,949.40	\$6,305.38
TRAVEL	\$35,034.00	\$1,327.15	\$8,407.28	\$44,768.43	\$38,954.78	\$5,813.65
EQUIPMENT	\$70,761.00	\$49,482.58	\$41,562.77	\$161,806.35	\$159,167.75	\$2,638.60
LIB. BOOKS, MAPS, FILM		\$6,525.81	\$6,083.70	\$12,609.51	\$12,609.51	\$0.00
PUR. FOR RESALE			\$22,785.36	\$22,785.36	\$22,785.36	\$0.00
CASE SERVICES	\$31,500.00	\$375.00	\$4,827.80	\$36,702.80	\$28,777.17	\$7,925.63
LIGHT, HEAT, POWER	\$520,352.00		\$71,268.46	\$591,620.46	\$559,363.44	\$32,257.02
TRANSPORTATION	\$73,845.00			\$73,845.00	\$72,464.90	\$1,380.10
TOTAL	\$11,271,707.22	\$1,223,021.88	\$1,856,892.80	\$14,351,621.90	\$14,270,720.06	\$80,901.84
VOCATIONAL REHABILITATI	\$81,068.00			\$81,068.00	\$79,855.00	\$1,213.00

FISCAL YEAR 1991 / 92 FINANCIAL STATEMENT

DESCRIPTION:	STATE	FEDERAL	OTHER	TOTAL	DISBURSEMENTS	BALANCE
COMMUNITY PROGRAMS:						
PERSONNEL	\$6,063,456.38	\$448,368.70	\$122,807.49	\$6,634,632.57	\$6,634,595.66	\$36.91
TEMPORARY POSITIONS	\$44,630.00	\$25,335.69		\$69,965.69	\$69,965.46	\$0.23
CONTRACT AGENTS	\$75,936.00	\$32,767.50		\$108,703.50	\$108,703.50	\$0.00
CONTRACTUAL SERVICES	\$341,134.00	\$14,736.69	\$1,910.06	\$357,780.75	\$323,500.42	\$34,280.33
SUPPLIES & MATERIALS	\$151,978.00	\$27,357.49	\$1,355.42	\$180,690.91	\$156,873.84	\$23,817.07
FIXED GHGS. & CONT.	\$193,374.00	\$4,775.00	\$75.00	\$198,224.00	\$162,672.75	\$35,551.25
TRAVEL	\$213,070.00	\$2,935.87	\$4,376.09	\$220,381.96	\$215,173.64	\$5,208.32
EQUIPMENT	\$19,974.00	\$22,828.82		\$42,802.82	\$36,142.67	\$6,660.15
CASE SERVICES	\$709,393.00	\$127,048.29	\$3,302.59	\$839,743.88	\$839,073.34	\$670.54
LIGHT, HEAT, POWER	\$20,538.00	\$300.00		\$20,838.00	\$6,638.59	\$14,199.41
TRANSPORTATION	\$5,886.00		\$11.59	\$5,897.59	\$1,211.12	\$4,686.47
STIPENDS	\$2,756.00			\$2,756.00	\$1,755.20	\$1,000.80
TOTAL	\$7,842,125.38	\$706,454.05	\$133,838.24	\$8,682,417.67	\$8,556,306.19	\$126,111.48
JUVENILE RESTITUTION	\$121,961.48			\$121,961.48	\$120,592.00	\$1,369.48
RESIDENTIAL TREAT/EM	\$52,121.00			\$52,121.00	\$52,120.66	\$0.34
JUVENILE ARBITRATION	\$33,170.52			\$33,170.52	\$33,170.52	\$0.00
CHILDREN'S CASE RES.	\$47,383.00			\$47,383.00	\$47,353.30	\$29.70
PIEDMONT MARINE	\$807,968.00			\$807,968.00	\$807,968.00	\$0.00
GEORGETOWN MARINE	\$681,968.00			\$681,968.00	\$681,968.00	\$0.00
PEE DEE MARINE	\$755,968.00			\$755,968.00	\$755,968.00	\$0.00
CHARLESTON MARINE	\$361,201.00			\$361,201.00	\$361,201.00	\$0.00
RICHLAND MARINE	\$361,201.00			\$361,201.00	\$361,201.00	\$0.00
BEAUFORT MARINE	\$825,000.00			\$825,000.00	\$825,000.00	\$0.00
12 & 13 YR. OLD PLACENT.	\$275,390.00			\$275,390.00	\$275,389.96	\$0.04

FISCAL YEAR 1991 / 92 FINANCIAL STATEMENT

DESCRIPTION:	STATE	FEDERAL	OTHER	TOTAL	DISBURSEMENTS	BALANCE
OPERATIONS PROGRAM:						
PERSONNEL	\$2,648,163.52	\$60,007.71	\$10,965.00	\$2,719,136.23	\$2,719,135.71	\$0.52
TEMPORARY POSITIONS	\$309,781.20			\$309,781.20	\$309,781.20	\$0.00
OVERTIME & SHIFT DIF	\$24,692.76			\$24,692.76	\$24,692.76	\$0.00
CONTRACTUAL SERVICES	\$431,573.25	\$472.00		\$432,045.25	\$432,045.25	\$0.00
SUPPLIES & MATERIALS	\$135,586.75		\$1,216.56	\$136,803.31	\$131,039.31	\$5,764.00
FIXED CHGS. & CONT.	\$231,736.00			\$231,736.00	\$228,925.98	\$2,810.02
TRAVEL	\$20,863.00	\$1,479.25		\$22,342.25	\$21,016.72	\$1,325.53
EQUIPMENT	\$13,052.00		\$6,749.65	\$19,801.65	\$19,784.11	\$17.54
CASE SERVICES	\$713,346.00			\$713,346.00	\$709,713.60	\$3,632.40
TOTAL	\$4,528,794.48	\$61,958.96	\$18,931.21	\$4,609,684.65	\$4,596,134.64	\$13,550.01
CLIENT TRACKING SYSTEM	\$247,350.00			\$247,350.00	\$247,350.00	\$0.00
EMPLOYER CONTRIBUTIONS	\$5,019,547.00	\$270,570.08	\$505,729.13	\$5,795,846.21	\$5,776,652.76	\$19,193.45
PERM. IMPROVEMENTS			\$966,921.64	\$966,921.64	\$966,921.64	\$0.00
AGENCY TOTAL	\$33,995,967.08	\$2,262,004.97	\$3,482,380.86	\$39,740,352.91	\$39,465,958.47	\$274,394.44

FISCAL YEAR 1991 / 92 FINANCIAL STATEMENT

DESCRIPTION:	STATE	FEDERAL	OTHER	TOTAL	DISBURSEMENTS	BALANCE
RECAP:						
PERSONNEL	\$18,777,215.64	\$983,048.82	\$1,627,415.84	\$21,387,680.30	\$21,387,628.98	\$51.32
TEMPORARY POSITIONS	\$409,737.85	\$36,620.25	\$31,457.92	\$477,816.02	\$477,815.79	\$0.23
PER DIEM	\$10,745.00			\$10,745.00	\$10,745.00	\$0.00
OVERTIME AND SHIFT DIF	\$24,692.76			\$24,692.76	\$24,692.76	\$0.00
INMATE EARNINGS	\$24,003.83			\$24,003.83	\$23,998.63	\$5.20
SPEC CONTRACT AGENTS	\$75,936.00	\$32,767.50		\$108,703.50	\$108,703.50	\$0.00
CONTRACTUAL SERVICES	\$1,207,889.25	\$56,927.13	\$83,456.58	\$1,348,272.96	\$1,282,793.63	\$65,479.33
SUPPLIES & MATERIALS	\$786,988.75	\$664,993.42	\$82,689.68	\$1,534,671.85	\$1,481,005.81	\$53,666.04
FIXED CHGS & CONT	\$534,165.00	\$4,775.00	\$15,334.78	\$554,274.78	\$508,490.31	\$45,784.47
TRAVEL	\$290,444.00	\$5,742.27	\$12,783.37	\$308,969.64	\$296,436.46	\$12,533.18
EQUIPMENT	\$105,236.00	\$72,311.40	\$48,312.42	\$225,859.82	\$216,543.53	\$9,316.29
LIB BOOKS, MAPS, FILM		\$6,525.81	\$6,083.70	\$12,609.51	\$12,609.51	\$0.00
PURCHASE FOR RESALE			\$22,785.36	\$22,785.36	\$22,785.36	\$0.00
CASE SERVICES	\$1,454,239.00	\$127,423.29	\$8,130.39	\$1,589,792.68	\$1,577,564.11	\$12,228.57
LIGHT, HEAT, POWER	\$540,890.00	\$300.00	\$71,268.46	\$612,458.46	\$566,002.03	\$46,456.43
TRANSPORTATION	\$79,731.00		\$11.59	\$79,742.59	\$73,676.02	\$6,066.57
STIPENDS	\$2,756.00			\$2,756.00	\$1,755.20	\$1,000.80
VOCATIONAL REHAB.	\$81,068.00			\$81,068.00	\$79,855.00	\$1,213.00
COMMUNITY SPEC ITEMS	\$4,323,332.00			\$4,323,332.00	\$4,321,932.44	\$1,399.56
CLIENT TRACKING SYSTEM	\$247,350.00			\$247,350.00	\$247,350.00	\$0.00
CAPITAL PROJECTS			\$966,921.64	\$966,921.64	\$966,921.64	\$0.00
EMPLOYER CONTRIBUTIONS	\$5,019,547.00	\$270,570.08	\$505,729.13	\$5,795,846.21	\$5,776,652.76	\$19,193.45
DYS TOTAL	\$33,995,967.08	\$2,262,004.97	\$3,482,380.86	\$39,740,352.91	\$39,465,958.47	\$274,394.44

Total Number of Documents Printed	<u>255</u>
Cost Per Unit	\$ <u>2.23</u>
Printing Cost - S.C. State Budget & Control Board (up to 255 copies)	\$ <u>569.27</u>
Printing Cost - Individual Agency (requesting over 255 copies and/or halftones)	\$ <u> </u>
Total Printing Cost	\$ <u>569.27</u>